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ABSTRACT

This guidebook was developed as an aid to communities seeking to create partnerships between public and private sector sources to reduce the youth unemployment among Hispanics. The International City Management Association (ICMA), as part of a project sponsored by the Department of Health and Human Services, identifies six model ventures using the partnership approach and this guidebook is, in part, a report on these projects. The communities that participated were in New Mexico, California, and Florida. One section discusses characteristics of the Hispanic youth unemployment problems, with a history of Hispanics in the United States, demographics on the group, and the various barriers to employment. Another covers the general concept of public and private partnerships with specific reference to the Jobs Training Partnership Act (JTPA). Each of the six successful communities' programs are described, including information on funding, innovative approaches, problems, and points which were especially successful and which could be transferred to other communities. Finally, the peer matching component of the program in which two successful programs were matched with two communities wanting to initiate similar projects is described. Appended are an annotated list of national organizations dealing with youth unemployment and a list of local Hispanic employment organizations arranged by state. A bibliography of four pages is provided. (CG)

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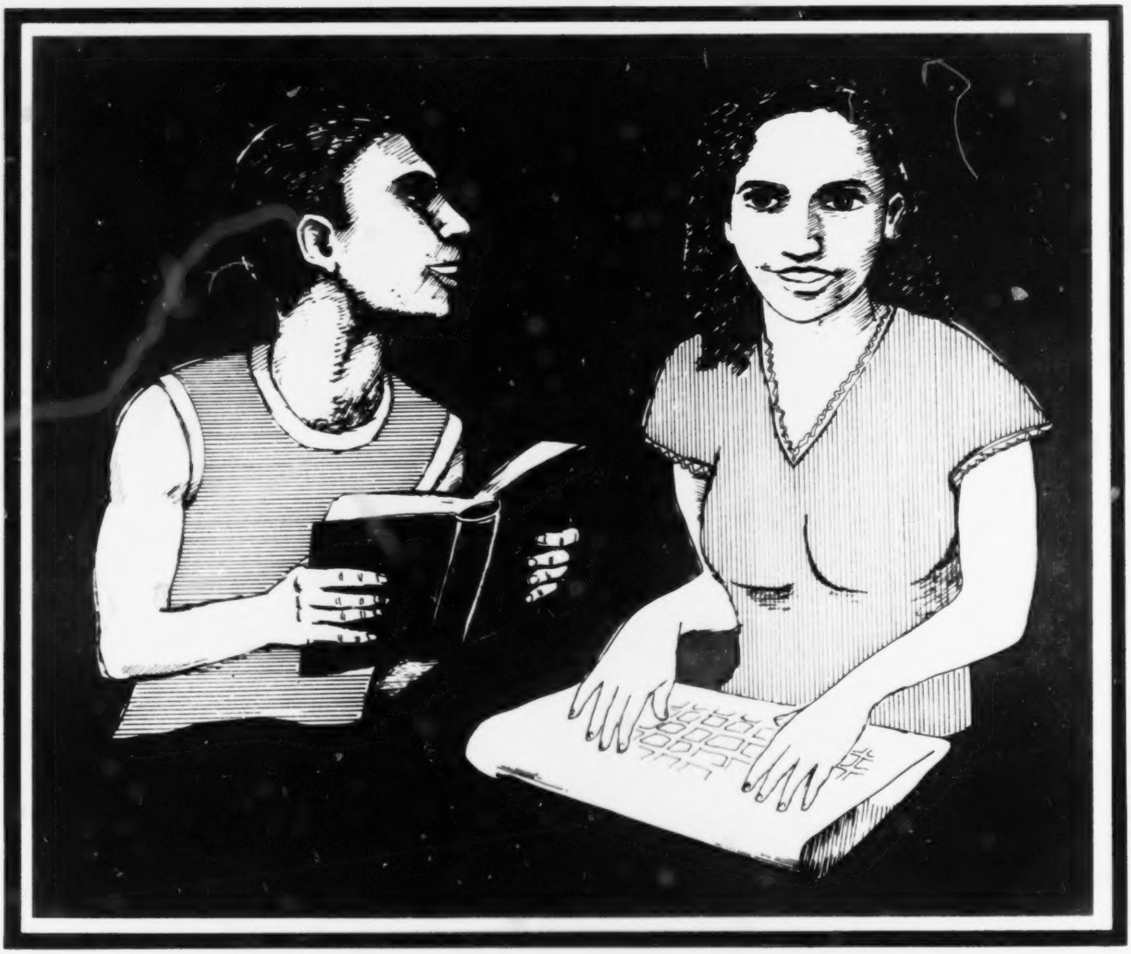
Hispanic Youth Employment Guidebook:

Local Government Approaches Using Public-Private Partnerships



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ICMA

The International City Management Association is the professional and educational organization for appointed management executives in local government. The purposes of ICMA are to strengthen the quality of local government through professional management and to develop and disseminate new approaches to management through training programs, information services, and publications.

Managers serve cities, towns, counties, and councils of governments in all parts of the United States and Canada. These managers serve at the direction of elected councils and governing boards. ICMA serves these managers and local governments through many programs that aim to improve the manager's professional competence and strengthen the quality of all local governments.

ICMA's interests and activities include public management education, developing and enforcing standards of ethics for members, data services such as *The Municipal Year Book*, and research on urban issues. ICMA also publishes newsletters and a monthly magazine, *Public Management*, to keep its membership informed and up-to-date, as well as special reports and informative publications such as this guidebook. ICMA's efforts to improve local government management are available to all local governments and educational institutions.

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Hispanic Youth Employment Guidebook:

Local Government Approaches Using Public-Private Partnerships

By
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Project Director

Christine Kubo
Editor

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Finally, I wish to recognize the young people who I hope will benefit from our efforts. It is their human potential and their ability to contribute to our communities that make this project worthwhile.

Margaret Nieto

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I. Introduction

The Problem

At a time when only a third of the Hispanic youth in this country is employed, the federal government is decreasing its employment training efforts and leaving local governments to cope with the Hispanic youth unemployment situation. Unemployment in the Hispanic community will be an increasing problem for many local governments if steps are not taken to correct the situation. Hispanics are the fastest growing minority group in the nation--projected to pass black Americans as the largest minority group around the year 2000--and it is a very young group with 63 percent of all Hispanics under age 30. In the years ahead, this group of people will have an increasing impact on issues and decision-making at all levels of government, as well as on many of the political, economic, and social aspects of life in the U.S.

Members of the Hispanic community have suffered for years from low levels of education, discrimination, and English proficiency difficulties which have negatively affected their success in obtaining adequate employment. This is especially true for young Hispanic Americans who also often lack the basic skills, training, and experience necessary to compete in the job market.

The consequence of inadequate education and training opportunities for young Hispanics today is that increasing numbers of them will follow the cycle of underemployment, unemployment, increased use of welfare services, and poverty. Fearing that the local service delivery system as well as the community that finances that system will be overburdened, a number of local governments are pursuing ways to reverse the trend of Hispanic youth unemployment.

Solutions are not simple. Significant cultural, linguistic and institutional barriers stand between those Hispanic youth most in need of assistance and the local service agencies that can provide the needed services. Local officials who see that regular employment programs have limited impact on Hispanic unemployment need to invent new, unique mechanisms for providing services to Hispanic youth.

Moreover, the costs of delivering any kind of human service are rising. The challenge is, then, for local administrators to develop innovative youth employment programs that are culturally appropriate to Hispanic youth, and at the same time are cost effective and financially supportable. One solution is to form partnerships between the public and private sectors, and among different public agencies.

The Project

As part of a project sponsored by the Department of Health and Human Services, ICMA identified local governments across the nation that have successful Hispanic youth employment programs. ICMA then focused on six "model" ventures that have adopted innovative approaches using public/private partnerships. The communities that participated include Albuquerque, New Mexico; Oakland, California; Union City, California; Sunnyvale, California; Redwood City, California; and Miami/Dade County, Florida. None of these projects are a model in the sense that they have done everything that can be done to promote Hispanic youth employment, but each has undertaken an innovative approach using public/private partnerships to optimally use all available resources, and their programs have met with some success.

ICMA staff working on the Hispanic Youth Employment project visited each successful program accompanied by staff members from the other participating programs. Each visit included a workshop structured to encourage the sharing of information and ideas among participants, as well as to focus on the transferability of the key aspects of each program.

The next part of our project involved applying the knowledge and information gained from visits to these successful programs. ICMA staff helped facilitate technical assistance to two communities that requested help in strengthening their existing programs. This resulted in peer match programs between projects in Fort Worth, Texas and Albuquerque, New Mexico; and projects in Washington, D.C. and Dade County, Florida.

The Guidebook

The goal of the Hispanic Youth Employment Project Guidebook is to help communities develop public-private partnerships aimed at reducing youth unemployment among Hispanics. The guidebook provides general information to help better define the characteristics and causes of the problem; reviews the experiences and accomplishments of the six successful community programs; and outlines the process and results of the two peer match technical assistance efforts which demonstrate the transferability of many of the successful approaches. Also included in the guidebook are a discussion of the barriers which often stand in the way of success for young Hispanic job seekers, and recommendations for designing new programs and strengthening existing ones.

Although there are no clear-cut formulas for addressing the problem effectively, this guidebook is intended to provide ideas and examples for local government administrators and service delivery agencies to adapt to their own unique communities.

II. Characteristics of Hispanic Youth Unemployment

The History of Hispanics in the U.S.

Hispanics have a long and rich history in this country, as Hispanic or Spanish-speaking settlements appeared in North America during the sixteenth century--long before the arrival of the Pilgrims at Plymouth Rock. By the seventeenth century, Hispanic culture was firmly established in much of what are now the states of Texas, New Mexico, California, Colorado, and Arizona. Spanish settlers and explorers traveled through many regions of the American south and west. These settlers introduced many of the agricultural techniques which were later used by the English colonists, and the Spaniards and the Mexican "vaqueros" developed many aspects of the cattle industry used by the American cowboy. Spanish-speaking peoples have indeed played an important role in the development of North America and our nation.

Persons of Hispanic origin became U.S. citizens in large numbers at different periods of our nation's history. For example, many of our western states were once parts of Mexico, and inhabitants of these areas--people of predominately Hispanic origin--became citizens of the U.S. in the late 1840's when the United States annexed many areas of Mexico as a result of the Mexican-American War. Under the Treaty of Guadalupe-Hidalgo, the land and civil rights of the territory's inhabitants were to be protected, as was their right to retain their language, religion, and cultural practices.

The U.S. Census of 1850 reported 13,000 persons of Mexican birth living in the U.S. By 1880, nearly 80,000 persons born in Mexico were estimated to reside in the U.S. In the early 1900's, many persons of Mexican origin were encouraged to work in the U.S. as low paid laborers. During the Depression, however, there was strong public sentiment against unskilled immigrant labor, and large numbers of Mexicans were strongly discouraged from staying in the U.S. Nearly 500,000 Mexican workers (including many born in the United States) left during this period.

World War II, however, created labor shortages which led U.S. business interests to once again turn to Mexico as a source of cheap labor. In 1942, a series of agreements between Mexico and the United States, known as the Bracero program, permitted large numbers of Mexicans to work in the U.S. for periods of six months or less. Farmers and commercial growers benefited from the continuing supply of seasonal workers who came without families and left when the work was completed. During the 1950s and 1960s, the Bracero program spurred legal and illegal immigration by Mexicans who were in search of jobs. Today, over nine million Hispanics in the U.S. are of Mexican descent. While there are no reliable figures, rough estimates suggest that between four and six million undocumented workers live in the U.S. About 60 percent of these undocumented workers are estimated to be from Mexico.

The island of Puerto Rico was annexed by the U.S. in 1898 after the Spanish-American War, and today all Puerto Ricans are U.S. citizens by birth. Puerto Ricans have migrated to the continental United States for a century or more, however their numbers prior to World War II were small. The migration of large numbers of Puerto Ricans began in the post-war years with increased employment opportunities on the mainland and more affordable air travel. The 1940 census counted only 70,000 persons of Puerto Rican extraction living on the mainland; by 1950 the number had increased to more than 300,000 and by 1960 to nearly 900,000. The 1970 census counted 1.4 million persons of Puerto Rican origin on the U.S. mainland, 57 percent of whom were island born.

Most Cuban-American immigrants came to the United States in the early 1960's for political reasons. In 1950, there were only about 34,000 persons of Cuban birth in the United States. The rise to power of the Castro regime in January 1959 brought many wealthy and middle-class Cubans to the U.S. The number of Cuban-origin individuals counted in the census of 1960 was 125,000; by 1970, 803,000 were counted, with 80 percent born outside of the U.S. In May of 1980, a boatlift of new Cuban immigrants occurred, which increased the Cuban population in this country.

Other Hispanics of Central and South American origin have immigrated to the United States from various countries. This group also includes Spanish-origin Caribbeans. Over 3 million people of other Hispanic origin were reported in the 1980 census. Many of these new immigrants came to the U.S. to escape the political violence, crime, and turmoil of countries such as El Salvador, Nicaragua, Guatemala or Colombia. Recently, many undocumented workers have come from many of these strife-torn nations.

Demographics

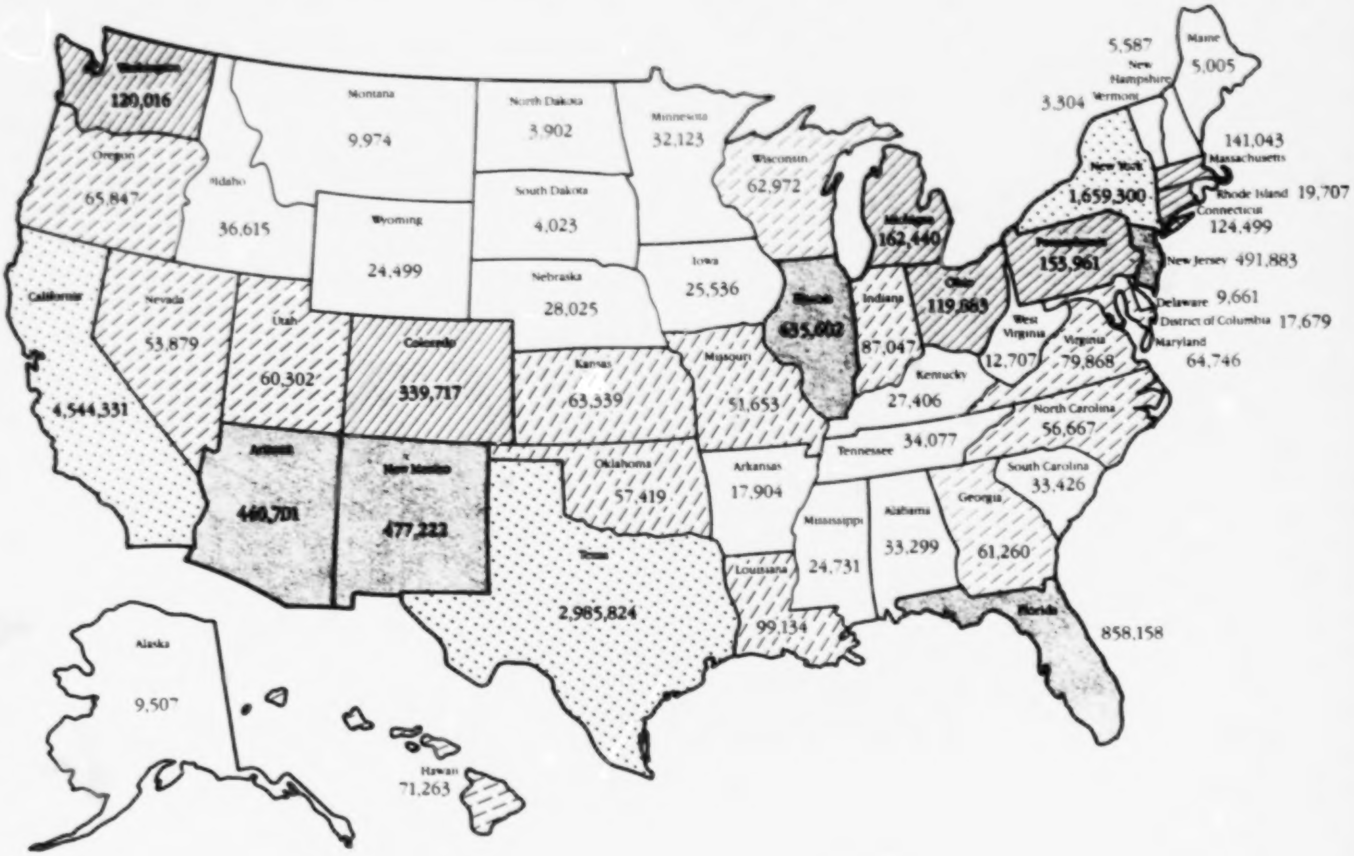
The Hispanic Population in General

The Hispanic population in the United States is young, growing, and highly urbanized. It is multi-racial, containing browns, blacks, and whites. It is composed of distinct Spanish-speaking origin groups, each of them concentrated in different regions of the country. The groups are linked by a common language, and similar cultural and religious backgrounds, however, each group has its own social and economic profile. Nearly 60 percent of Hispanics in the U.S. are of Mexican descent. Puerto Ricans are the second largest group accounting for 14 percent of all Hispanics. Cubans constitute 6 percent, and another 20 percent are "other Hispanics" of Central and South American origin.

The 1980 Census counted 14.6 million Hispanics on the U.S. mainland--6.4 percent of the national population. (These figures are considered by many to be on the low side due to an undercount based on difficulties in obtaining information in some communities.) Over 60 percent of the Hispanic population resides in three states: California, Texas, and New York, with almost one-quarter living in the Los Angeles and New York City areas. Every one in ten residents of California is of Hispanic origin. Other states with large Hispanic popluations are Florida, Illinois, New Jersey, Arizona, New Mexico, Colorado, Michigan, Pennsylvania, Washington, Massachusetts, Ohio and Louisiana (see Figures 1 and 2). Hispanics are the majority population in five metropolian areas, and constitute more than 10 percent of the population in 46 metro areas. The cities of San Antonio and Miami now have Hispanic majorities.

Educationally, Hispanics lag behind the attainment of both whites and blacks. In 1983, only 58 percent of Hispanics age 25-34 were high school

Figure 1. Concentration of the Total Hispanic Population in the United States



Washington
120,016
Oregon
65,847
Idaho
36,615
Montana
9,974
North Dakota
3,902
Minnesota
32,123
South Dakota
4,023
Wyoming
24,499
Nebraska
28,025
Iowa
25,536
Wisconsin
62,972
Michigan
162,440
New York
1,659,300
Pennsylvania
153,961
Ohio
119,883
Illinois
635,602
Indiana
87,047
California
4,544,331
Nevada
53,879
Utah
60,302
Colorado
339,717
Kansas
63,339
Missouri
51,653
Kentucky
27,406
West Virginia
12,707
Virginia
79,868
Arizona
440,701
New Mexico
477,222
Oklahoma
57,419
Arkansas
17,904
Tennessee
34,077
North Carolina
56,667
South Carolina
33,426
Georgia
61,260
Alabama
33,299
Mississippi
24,731
Louisiana
99,134
Texas
2,985,824
Florida
858,158
Alaska
9,507
Hawaii
71,263
Maine
5,005
5,587
New Hampshire
3,304
Vermont
141,043
Massachusetts
Rhode Island 19,707
Connecticut
124,499
New Jersey 491,883
Delaware 9,661
District of Columbia 17,679
Maryland
64,746

Legend

0- 50,000	☐
50,000- 100,000	▨
100,001- 400,000	▨
400,001-1,000,000	▩
1,000,001+	⁘

The Number of Hispanics by State

Numbers Included Within State Boundaries Are 1980 Census Counts of Hispanics

Source: Data from Census Report PC80-S1-7 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Development Project, 1984), II, p. 19.

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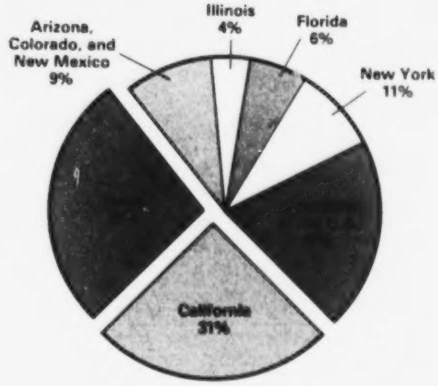
Figure 2. Distribution of the Spanish Population by State: 1980



Source: U.S. Census Bureau, *Condition of Hispanics in America Today* (Washington, D.C.: Government Printing Office, 1983), p. 4.

graduates compared to 88 percent for non-Hispanics. Unemployment among Hispanics usually exceeds the national average by 40 to 50 percent. The Puerto Rican community averages almost double the national umemployment rate. As a group, Puerto Ricans are the most seriously disadvantaged ethnic population in the United States.

Age

Hispanics are the youngest ethnic population group in the United States (see Figures 3, 4, and 5). One third are under age 15 and two-thirds are under 34 years of age. More than 63 percent of Hispanics are under age 30 with a group median of 22.1 years of age, compared with the median age of 25 for blacks and 31.3 for white non-Hispanics. Only 7.0 percent of Hispanics are over 60 compared to 11.3 for the general population. Another revealing statistic is that 47.7 percent of all Hispanics are under age 20, compared to 34.1 percent of the total U.S. population. A similar comparison between the Hispanic subgroups shows that 50.5 percent of Puerto Ricans are 20 and under, while 49.3 of Mexican-Americans and 45.4 of Hispanics of other Latin American origin are under 20.The only exception are the Cuban Americans who have a larger population between ages 35 and 54 (41.9 percent).

Puerto Ricans and Mexican-Americans are the youngest Hispanic groups with median ages of 20.7 years and 21.4 years respectively. The total U.S. population 20 or under is 34.1 percent, however, among Hispanics those 20 or under account for 47.7 percent of the population. The Hispanic population will be young for some time as more young Hispanic women enter their child bearing years. Hispanic women tend to bear more children at a younger age than non-Hispanics, and 44 percent of Hispanic females are under age 21.

Education

A chief obstacle which prevents Hispanics from climbing the job ladder is a lack of education. Hispanics, as a group, lag behind the educational attainment of whites, blacks, and the total U.S. population. The Hispanic community suffers from high rates of grade-level advancement problems and school dropout by teenagers. While fewer than one out of ten white teenagers--ages fourteen to twenty--are two years or more behind their classmates, one out of four Mexican-American and Puerto Rican students are two or more years behind the level of others their age. Educational researchers have found that students who must repeat grades often become bored, are labeled

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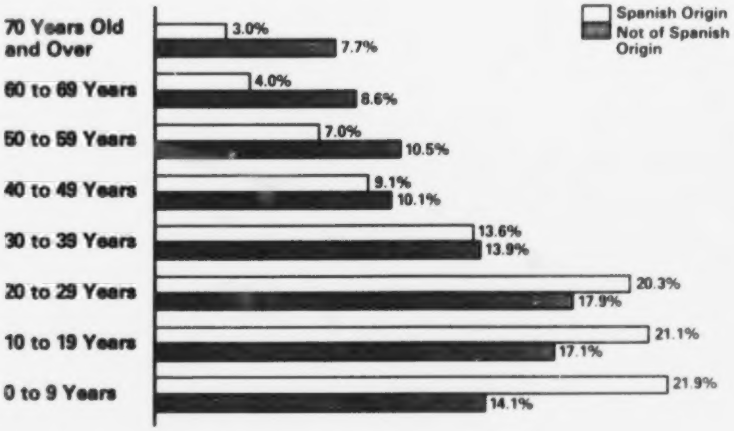
underachievers, and become discouraged. This often makes dropping out of school seem like an attractive option.

A large percentage of Hispanic youths, especially Mexican-American and Puerto Rican young people, never complete their high school educations. It is estimated that 35 to 40 percent of Hispanic youth fail to finish high school, while approximately 15 percent of white youth and 25 percent of black youth fail to do so. Hispanics account for 40.8 percent of the 3.3 million 20-24 year olds who are high school dropouts. Blacks comprise 23.2 percent and whites 14.6 percent of high school dropouts in this age group. In many urban school districts dropout rates have reached alarming proportions for Hispanic teens--in New York, 80 percent; in Chicago, 70 percent; and in Los Angeles, over 50 percent.

Figure 3. Age: 1980



Base — Total population of Spanish origin or not of Spanish origin.

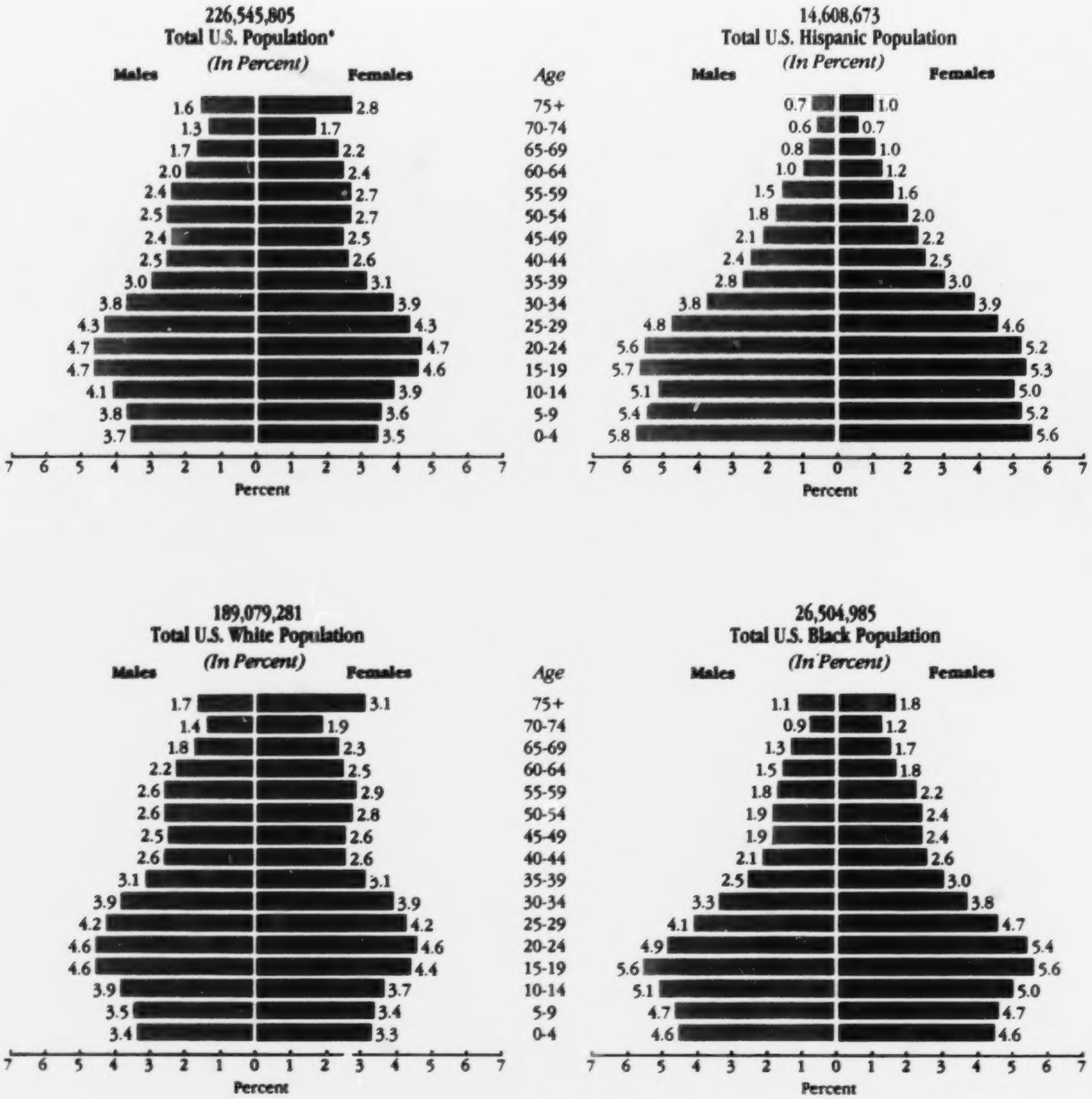
Source: U.S. Census Bureau, *Condition of Hispanics in America Today* (Washington, D.C.: Government Printing Office, 1983), p. 6.

Figure 4. Comparative Age Distribution of Hispanic Subgroups

Age	Population Group					
	226,545,805: Total Population	14,608,673: All Hispanics	8,740,439: Mexican Americans	2,013,945: Puerto Ricans	803,226: Cuban Americans	3,051,063: Other Hispanics
Under 5 Years	7.3%	12.9%	13.5%	13.5%	7.2%	12.1%
5-9 Years	7.4%	11.3%	11.9%	12.1%	7.7%	10.0%
10-17 Years	13.7%	17.0%	17.0%	18.7%	14.8%	17.1%
18-20 Years	5.7%	6.5%	6.9%	6.2%	5.0%	6.2%
21-24 Years	7.2%	7.7%	8.4%	7.0%	5.9%	6.9%
25-34 Years	16.2%	16.5%	17.4%	17.6%	11.1%	15.0%
35-44 Years	11.6%	11.1%	10.0%	10.8%	16.8%	12.7%
45-54 Years	10.4%	7.9%	7.2%	7.1%	14.1%	8.6%
55-64 Years	9.6%	4.8%	4.1%	4.5%	7.6%	6.1%
65 Years & Over	10.9%	4.2%	3.7%	2.7%	9.7%	5.4%
Totals	100.0%	100.0%	100.1%	100.2%	99.9%	100.1%
Median Age	30.1	22.1	21.4	20.7	33.5	23.3

Source: U.S. Census Document Series P-20, No. 361 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 30.

Figure 5. Age and Sex Distributions



Source: CTI calculations based on data acquired from U.S. Census Report PC80-S1-1 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 23.

Note: Due to rounding, a summation of the percentages of males and females for all age categories may not yield 100% exactly.

*Note: The Hispanic population, those of Spanish origin as reported by the Census, are not considered for enumeration purposes to be a separate racial group. Hispanics are also included in the other groups according to their race. *Because of the resultant duplication, the population figures for each of the subgroups cannot be added to yield total population.*

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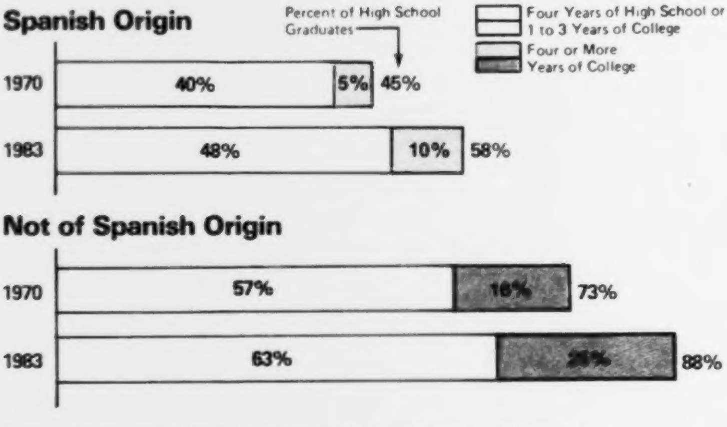
In 1983, the percentage of Hispanics aged 24-34 who had completed four or more years of high school was only 58 percent compared with 88 percent for the non-Hispanic population (see Figures 6 and 7). According to U.S. Census statistics for those 25 years of age or older who have completed various levels of education, Hispanics consistently have completed fewer years of school. For example, 18.4 percent of the total U.S. population has only an elementary education. However, 40.9 percent of Hispanic Americans have only attained an elementary school education or less, and 56.8 percent lack a high school education.

The educational problems of Hispanic students, particularly the smaller numbers of high school graduates, results in lower numbers of Hispanics in America's colleges and professional schools (see Figure 8). In 1980, only 7.9 percent of all Hispanics 25 and older were college graduates. They only account for 2 percent of all bachelor of arts and 1.1 percent of all doctoral degrees. In 1981, the percentage of Hispanics 18 to 24 years of age enrolled in college was 17 percent compared to 26 percent for whites and 20 percent for black Americans.

The low levels of Hispanic educational attainment can be linked to low levels of education among immigrants, language difficulties, quality of schools, discrimination by school officials, and teacher's self-fulfilling prophecies of low achievement for Hispanics. However, many Hispanic youth leave school because of social and family pressures. Many Hispanic teen males dropout to take low paying jobs to help provide financial support for themselves and their families. Hispanic females often leave school to bear children. In today's labor market, educational attainment, at one level or another, can lead to greater success in one's job search. Hispanic youth have significantly higher dropout rates, which lead to higher unemployment and lower probabilities of obtaining statisfactory employment. When working, they are employed often for short periods, with fewer fringe benefits and lower wages. Commerce Department data shows that school non-enrollment rates for Hispanic females jump from 12.2 percent at age 16-17 to 39.6 percent at age 18-19. Thus, to be Hispanic and female is to be a significantly high risk for

Figure 6. Educational Attainment (Persons 25 to 34 years old)



Base — Total persons of Spanish origin or not of Spanish origin 25 to 34 years old.

Source: U.S. Census Bureau, *Condition of Hispanics in America Today* (Washington, D.C.: Government Printing Office, 1983), p. 7.

less education, higher unemployment rates, and lower pay. Hispanic males have higher labor force participation rates, however, their poor educational backgrounds lead them into dead-end, jobs and thus low incomes.

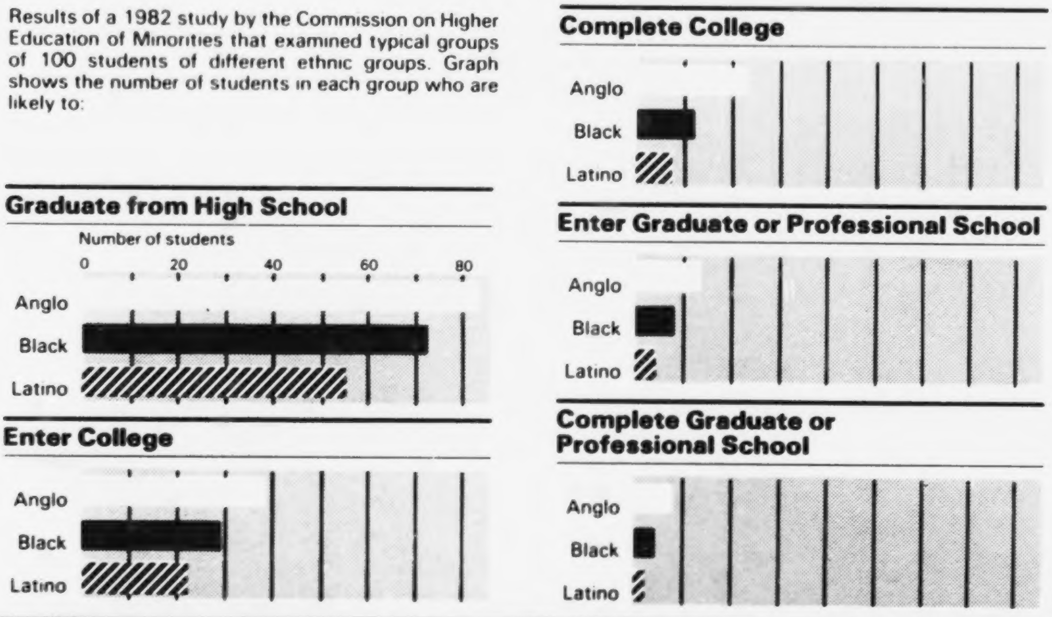
The U.S. Bureau of the Census has reported a marked improvement in the educational attainment of young Hispanics. In 1983, 58 percent of young Hispanic adults (25 to 34 years old) were identified as high school graduates, compared to only 45 percent in 1970. Improvements in Hispanic educational attainment can be seen in the proportion of college graduates, which rose from 5 percent in 1970 to 10 percent in 1983. Despite these gains, however, a wide gap still exists between the educational levels of Hispanic and non-Hispanics. There are also striking differences in adults of Hispanic

Figure 7. Comparative Educational Status of U.S. Population Subgroups

Years of School Completed (For Those 25 & Older)	Whites		Blacks		Hispanics		Total Population	
	Number	%	Number	%	Number	%	Number	%
Elementary School (0-8 Yrs.)	19,013,059	16.6	3,651,341	27.7	2,749,058	40.9	24,370,124	18.4
1-3 Yrs. High School	16,736,499	14.6	2,866,703	21.7	1,067,273	15.9	20,320,142	15.3
4 Yrs. High School	40,628,258	35.5	3,802,235	28.8	1,607,312	23.9	45,691,481	34.4
1-3 Yrs. College	18,306,564	16.0	1,762,720	13.4	788,094	11.7	20,800,462	15.7
4 or More Yrs. College	19,616,869	17.2	1,106,217	8.4	514,819	7.7	21,593,443	16.3
Totals	114,301,249	99.9	13,189,216	100.0	6,726,556	100.1	132,775,652	100.1

Source: U.S. Census Document PHC80-S1-1 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 28.

Figure 8. How Latinos Fare in U.S. Education System



Results of a 1982 study by the Commission on Higher Education of Minorities that examined typical groups of 100 students of different ethnic groups. Graph shows the number of students in each group who are likely to:

Source: Robert Montemayor, "Latino Parents Join to Pressure Schools," *Los Angeles Times*, 1 August 1983. Copyright, 1983, Los Angeles Times. Reprinted by permission.

subgroups. Seventy-one percent of Cubans were high school graduates compared to 53 percent of Mexican-Americans and 55 percent of Puerto Ricans 25 to 34 years of age.

Population Growth

In 1980, the U.S. Census estimated the total Hispanic population to be 14,608,700. This represented a 61 percent increase since 1970, compared to only a nine percent population increase for non-Hispanics (see Figures 9 and 10). The growth rate for Hispanics was far ahead that of whites (six percent) and blacks (18 percent), between 1970 and 1980. The enormous growth of the Hispanic population in the U.S. can be attributed to high birth rates and substantial immigration from Mexico, Cuba, and other Central and South American nations. This growth rate, as mentioned earlier, makes the Hispanic community America's fastest growing population group.

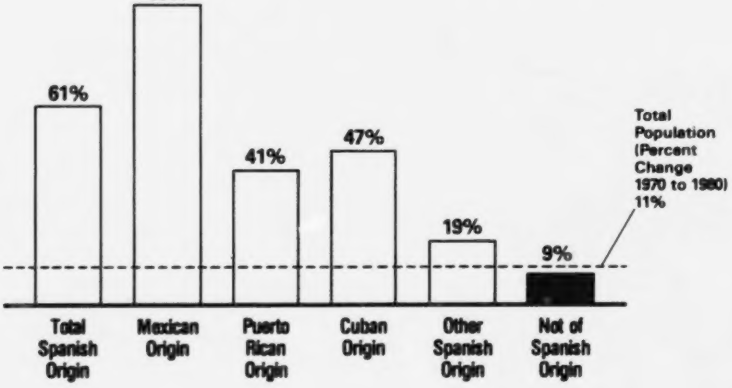
Among Hispanic groups, the Mexican-American population experienced the most significant growth in the period 1970-1980. This largest of Hispanic groups, grew by 93 percent during the 1970's. Hispanics of Mexican ancestry now account for 59.8 percent of all Spanish-speaking Americans. Predictions are that Mexican-Americans will comprise almost 69 percent of the Hispanic population in the United States by 1990 (see Figures 11 and 12). The Puerto Rican and Cuban-American populations in the U.S. grew by more than 40 percent during the decade, while the population of "other Hispanics" rose by 19 percent. It is estimated that by the year 2000, the U.S. Hispanic population could range from 25 to 30 million, or 11 percent of the total population.

Marital Status/Fertility

Hispanic men are more likely to be single than Hispanic women. The proportion of single men, 16 to 19 years old, is 93 percent compared to 83 percent for women. For Hispanics 20 to 24 years old, 66 percent of men and only 45 percent of women are unmarried. And for 25 to 29 year olds, 31 percent of Hispanic men are single compared to only 20 percent of Hispanic women. By contrast, Hispanic men marry sooner after divorce than women. Hispanic women are twice as likely to be divorced as Hispanic males. The proportion of divorced Hispanic women is 8 percent compared to 11 percent among Hispanic men 15 years old and over.

Married-couple families of Spanish-origin totaled 2.4 million in March 1982. However, the percentage of Hispanic families maintained by women has

Figure 9. Population Growth (Percent Change 1970-1980)



Source: U.S. Census Bureau, *Condition of Hispanics in America Today* (Washington, D.C.: Government Printing Office, 1983), p. 4.

increased in recent years. In 1970, 15 percent of the total number of U.S. Spanish-origin families were headed by women, compared to 11 percent for the non-Hispanic community. Today, 23 percent of Hispanic families are maintained by women, a higher figure than the 15 percent for non-Hispanic families (see Figure 13). Puerto Rican families maintained by women are 27 percent higher than for all other Hispanic groups. The U.S. Bureau of the Census estimates that 44.7 percent of all Puerto Rican families are headed by females. For Hispanics, the next largest percentage of female-headed families is among Latinos of other Central and South American origin (23.4 percent) followed by Cuban (18.2) and Mexican-American (17.7) families. While 55 percent of all the U.S. families maintained by women have children under 18, 68 percent of Hispanic, female-headed families do.

The size of the average Hispanic family in the United States, is larger than that of non-Hispanic families. Hispanic families average about 3.89 persons per family, compared to a non-Hispanic average of 3.22 persons. Also, Hispanic families are twice as likely to include six or more persons, while non-Hispanic families are much more likely to consist of only two persons.

Hispanic families are more likely to have children, as two-thirds of Hispanic households contain children compared to one-half of non-Hispanic families. Fertility rates for Hispanic females are higher than those for non-Hispanic black and white females. In 1980, Hispanic women averaged 2.3 children compared to 1.9 for the total population. These averages have

Figure 10. Growth of the Hispanic Population by State, 1970-1980

State	Hispanic Population, 1980	% Increase	Increase/Decrease Hispanic Population	State	Hispanic Population, 1980	% Increase	Increase/Decrease Hispanic Population
Alabama	33,299	−14.3%	−5,549	Montana	9,974	57.2%	3,630
Alaska	9,507	105.6%	4,882	Nebraska	28,02[illegible]	34.9%	7,257
Arizona	440,701	66.3%	175,695	Nevada	53,879	162.8%	33,374
Arkansas	17,904	−26.5%	−6,454	New Hampshire	5,587	144.9%	3,306
California	4,544,331	91.8%	2,175,583	New Jersey	491,883	70.5%	203,395
Colorado	339,717	50.6%	114,211	New Mexico	477,222	54.8%	168,882
Connecticut	124,499	90.2%	59,031	New York	1,659,300	22.7%	306,998
Delaware	9,661	14.0%	1,184	North Carolina	56,667	30.5%	13,253
District of Columbia	17,679	17.0%	2,571	North Dakota	3,902	56.6%	1,410
Florida	858,158	111.9%	453,121	Ohio	119,883	−7.8%	−10,113
Georgia	61,260	35.3%	15,971	Oklahoma	57,419	12.0%	6,135
Hawaii	71,263	186.6%	46,399	Oregon	65,847	194.8%	43,509
Idaho	36,615	127.6%	20,529	Pennsylvania	153,961	41.4%	45,068
Illinois	635,602	61.6%	242,255	Rhode Island	19,707	159.4%	12,111
Indiana	87,047	−22.6%	−25,425	South Carolina	33,426	136.9%	19,315
Iowa	25,536	21.8%	4,514	South Dakota	4,023	37.4%	1,094
Kansas	63,339	16.9%	9,154	Tennessee	34,077	−31.3%	−15,511
Kentucky	27,406	−38.8%	−17,352	Texas	2,985,824	62.2%	1,144,962
Louisiana	99,134	40.5%	28,559	Utah	60,302	77.8%	26,391
Maine	5,005	105.7%	2,572	Vermont	3,304	105.1%	1,693
Maryland	64,746	42.4%	19,285	Virginia	79,868	98.6%	39,646
Massachusetts	141,043	113.2%	74,897	Washington	120,016	109.2%	62,658
Michigan	162,440	7.5%	11,370	West Virginia	12,707	44.7%	3,297
Minnesota	32,123	−13.8%	−5,134	Wisconsin	62,972	0.1%	94
Mississippi	24,731	56.4%	8,916	Wyoming	24,499	76.3%	10,605
Missouri	51,653	−14.0%	−8,438				

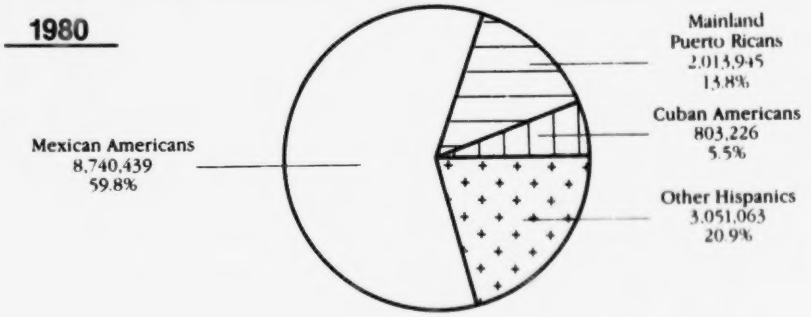
Sources: CTI calculations based on census counts from "Supplementary Report, Persons of Spanish Ancestry, 1970" and Census Report PC80-S1-7. American Demographics Magazine Editors, *State Demographics: Population Profiles of the 50 States*: Dow Jones-Irwin, Homewood, Illinois as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 22.

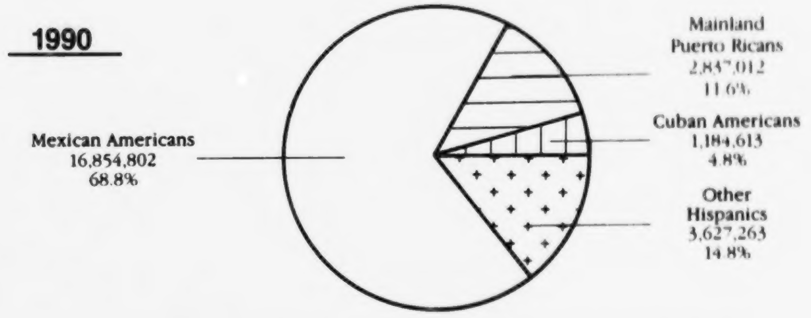
decreased for both Hispanics and the total U.S. population since the 1970 Census. Among Hispanic groups, Mexican-American women have the highest fertility rates. They can be expected to average close to three births each, compared to 2.4 births for blacks and 1.7 for whites.

Nearly one-fourth of all Hispanic-origin births are to unmarried mothers. The proportions by origin group are 21 percent for Mexicans-Americans, 48 percent for Puerto Ricans, and 14 percent for Cuban-Americans, compared with 10 percent for whites and 57 percent for black non-Hispanic births. Recent statistics from the National Center for Health Statistics indicate that teenage childbearing is relatively much more frequent among Mexican-Americans and Puerto Rican women than among white non-Hispanic women. These statistics show that 19 percent of Mexican-Americans and 13 percent of Puerto Rican origin births were to mothers under age 20 compared with 12 percent of white and 26 percent of black mothers.

Mothers of Hispanic origin are less likely to finish high school than those of non-Hispanic origin. In 1981, only 51 percent of Hispanic mothers had completed high school compared with 83 percent for white mothers and 64 percent for black mothers. The lack of education significantly reduces a Hispanic mother's chances of securing meaningful and well-paid jobs, which forces many Hispanic mothers, particularly young mothers, to take low paying jobs or seek support from welfare benefits.

Figure 11. Composition of U.S. Hispanic Population, 1980 and 1990



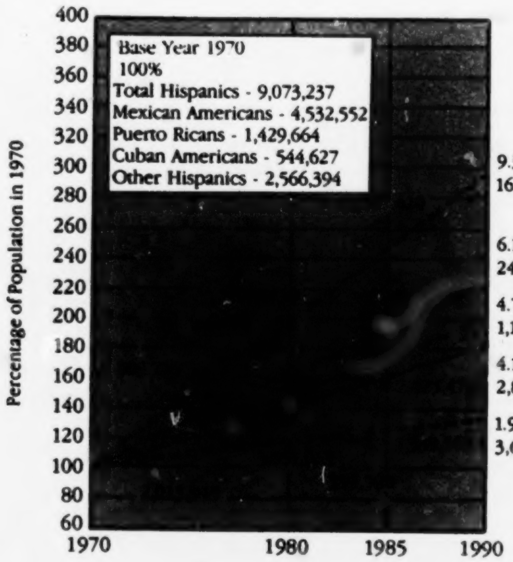


Source: CTI projections of 1970 and 1980 Census data drawn from Supplementary Report, "Persons of Spanish Ancestry" and Census Report PC80-S1-7 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 17.

Figure 12. 1985-1990 Population Growth Projections: Hispanic Subgroups

Percentages Denote Growth Rates Established Between 1970 and 1980.

Data Points and Corresponding Numbers Document Projected or Actual Populations at a Given Point in Time.



9.3% Mexican American Population Growth Per Year
16,854,802

6.1% Total Hispanic Population Growth Per Year*
24,503,690

4.7% Cuban American Population Growth Per Year
1,184,613

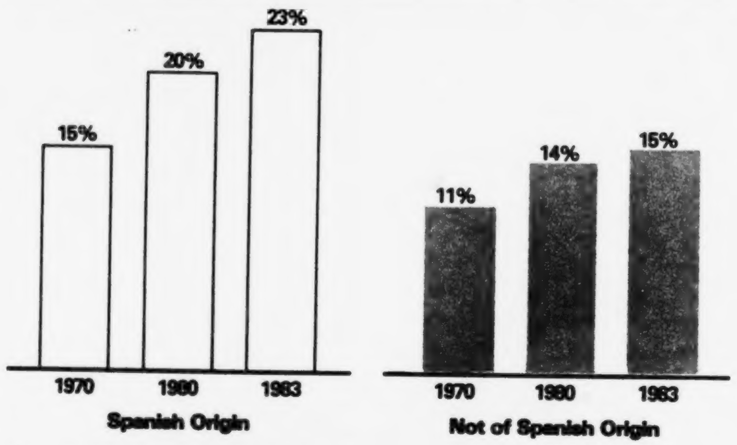
4.1% Puerto Rican Population Growth Per Year
2,837,012

1.9% Other Hispanic Population Growth Per Year
3,627,263

*The total Hispanic population grew by 6.1% per year from 1970 to 1980. From 1980 to 1990 the population is projected to increase by 6.8% per year.

Source: CTI projections of 1970 and 1980 Census data. Census sources include 1970 counts—Supplementary Report, "Persons of Spanish Ancestry," and 1980 counts—Census Report PC80-S1-7 as appeared in *"Make Something Happen"* (Washington, D.C.: Hispanic Policy Development Project, 1984), II, p. 28.

Figure 13. Families Maintained by Women—Percent of Families



Base — Total number of families of Spanish origin or not of Spanish origin.

Source: U.S. Census Bureau, *Conditions of Hispanics in America Today* (Washington, D.C.: Government Printing Office, 1983), p. 7.

Education also affects, to some degree, how many children a U.S. Hispanic female may bear. Similar to the trend for all American women, the higher the educational attainment of Hispanic women the fewer children they bear. A 1982 U.S. Census Current Population Survey showed that the average Hispanic woman without a high school diploma gave birth to 1.8 children. However the average decreased to 1.6 for high school graduates. Women with college educations averaged 1.0 children, which is similar to the average for non-Hispanic women.

Language

Language is clearly the dominant characteristic shared by all Hispanics. The 1980 Census counted 14.6 million persons of Spanish-origin and estimated that 11.1 million persons 5 years of age and older speak Spanish at home. These persons constituted about half of all the people in the United States who reported speaking languages other than English at home in 1980. There were seven times more Spanish speakers than the next largest groups. The 1980 Census found about a million and a half speakers of Italian, German, and French. No other language minority group had as many as a million home speakers.

Home speakers of Spanish constituted 5.3 percent of the total population of the United States aged three and older in 1980. They accounted for 10 percent or more of the population in four states - New Mexico, Texas, California, and Arizona. In New Mexico, Spanish is spoken by three out of ten persons at home and by nearly one in five residents of Texas.

The Census found that 24 percent of America's 11.1 million home speakers of Spanish, either experienced difficulties speaking English or could not speak English at all (see Figure 14). A California State University study of Mexican-Americans in the Los Angeles area found that 39 percent of the Mexican-Americans sampled knew no English, another 18 percent knew mostly

Figure 14. Estimated Numbers of Home Speakers of Spanish and Other Non-English Languages, Age Five and Older, by Age Group and Percentage with Reported Difficulty Speaking English: United States, 1980

Age group and reported difficulty speaking English	Total	Spanish speakers	Speakers of other non-English languages
Total, age 5 and older	22,973,000	11,118,000	11,856,000
Percentage with reported difficulty speaking English	18.7	24.9	12.9
Age 5 to 17	4,529,000	2,947,000	1,582,000
Percentage with reported difficulty speaking English	14.4	16.0	11.4
Age 18 and older	18,444,000	8,171,000	10,274,000
Percentage with reported difficulty speaking English	19.8	28.0	13.2

Note—Detail may not add to totals because of rounding.
Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, Supplementary Report, PHC80-S1-1, *Provisional Estimates of Social, Economic, and Housing Characteristics* (Washington, D.C.: U.S. Government Printing Office, March 1982).

Spanish, and 4 percent were bilingual or spoke only or primarily English. Other researchers have found that Spanish speakers 18 and over are more likely to rely on Spanish than those 5 to 17 years of age. Proportionally more persons 18 and over who speak Spanish at home reported speaking English not well or not at all. Spanish is so widely used in Hispanic communities that many companies have begun advertising their products in Spanish to attract this extensive market.

Difficulties in communicating in English are generally seen as a major reason why Hispanics do so poorly in the U.S. labor market. Home speakers of Spanish and others with Spanish language backgrounds who have not mastered English, often receive lower pay, encounter discrimination and experience difficulties in finding employment. According to a 1979 Census Bureau survey of language, 93 percent of Hispanic adults reported that Spanish was their primary language when they grew up. Although most Hispanics (76 percent) speak English very well or well, those who cannot continue to find only jobs at the lower end of the pay scale, if they can find work at all.

Hispanic Youth Unemployment

The youthfulness of Hispanics affects their participation levels in America's labor market. Unemployment rates are generally higher, and participation and earnings levels are lower for Hispanics as a group because they are generally younger than the non-Hispanic population. Younger people traditionally have higher unemployment rates because they change jobs and seek new employment more often than adults. They have lower participation rates because they fluctuate in and out of the labor market more frequently than older American workers. Young people also earn less because they have less work experience.

Currently Hispanic and black teenagers and young adults continue to experience the most difficulty in finding employment. According to official statistics, only 24.4 percent of black and 33.1 percent of Hispanic teenagers are employed, compared to 50.2 percent of white teenagers. The Bureau of Census reports that Hispanics 16 years old and over are more likely to be unemployed than non-Hispanics. Hispanic youth unemployment was 20.5 percent for the first-quarter of 1985 and the labor force participation rate was 41.6 percent--the lowest since 1977 (see Figure 15).

Hispanic-Americans face serious unemployment problems. The unemployment rate of Hispanics tends to exceed the national average by 40 to 50 percent. In April 1985, Hispanic unemployment was 10.3 percent--far above the national unemployment rate of 7.3 percent,and the unemployment rate for white Americans of 6.3 percent. The gap between white and Hispanic unemployment is now increasing rather than diminishing. Hispanic unemployment is currently 60 percent higher than white unemployment, which is a larger gap than at the height of the 1982 recession.

Young Mexican-Americans and Puerto Ricans face the most severe employment problems of all the Hispanic groups. According to the Bureau of Census employment-to-population ratio, only 23 percent of young Puerto Ricans and 36.6 percent of Mexican-American youth were employed during January-April of 1985. Puerto Rican workers have higher jobless rates, generally 30 to 45 percent above the total Hispanic rate, and generally 80 to 100 percent above

Figure 15. Hispanic 16-19 Year Old Unemployment (in thousands)

Year	Official Civilian Labor Force	Employed	Unemployed	Official Unemployment Rate-%	Official Labor Participation Rate-%
1977	493	381	113	22.9	
1974	551	445	106	19.2	
1983	520	373	148	28.4	
1984	527	402	125	23.7	44.7
1985	527	405	104	20.5	41.6
1st Quarter (Apr., May, June)	524	412	112	21.3	42.3

Note: Quarterly data are not strictly comparable to annual data.

Source: U.S. Census Bureau

the national rate. Mexican-American men on the average receive the lowest wages and have the smallest proportion of white collar jobs of any Hispanic subgroup. Unemployment rates among both Mexican-American and Puerto Rican women is extremely high with income levels as low as those for black women. While in recent years more Hispanic women have begun working in white-collar positions as professionals, managers, administrators, sales and clerical workers, more than 60 percent of Hispanic women are employed in non-skilled domestic service positions.

Cuban-Americans and those listed in the Census as "other Hispanic Americans" have high participation rates in the labor market and higher levels of income relative to their other Hispanic counterparts. Cuban worker unemployment is generally 25 percent less than the overall Hispanic rate. Of the Hispanic subgroups, "other Hispanics" have the largest concentration of workers in white collar positions.

Hispanics, in general, tend to be employed in lower paid and less skilled jobs than non-Hispanics. Hispanic youth who do find jobs often work in low paying, unskilled, service-related, seasonal or blue collar jobs which tend to be more susceptible to fluctuations in the nation's economy. The 1980 Census reported that 45.4 percent of all Hispanic workers are employed in blue-collar positions and 16.1 percent work as service workers. Hispanics lag behind the total population in the number of white-collar workers. Only 34.5 percent of Hispanics have white-collar occupations compared to 51.9 percent of the total population. Cuban-Americans tend to be employed in more white-collar positions, while Mexican-Americans and Puerto Ricans find work in less skilled occupations. For example, 18 percent of Puerto Rican workers are in service occupations and 47 percent of Mexican-Americans have blue-collar jobs. More than three-quarters of Hispanic women work in three occupational categories: clerical, nontransport operative, and service.

Many Hispanics are successful business people, government officials, academicians, professionals and other white-collar workers, however, a large group of Hispanics, particularly youth, are trapped in the lower occupational tier of the American economy. These low paying jobs provide many Hispanic workers with little promise of economic security or career advancement. The disproportionate clustering of Hispanic workers in blue-collar jobs (a shrinking job market) has placed Hispanics, as a group, far from the growth sectors of America's labor force. Young Hispanics face, and will continue to face, difficult competition for part-time and entry level jobs from adult women, displaced workers, and older working Americans who must work because of economic necessity. Undocumented workers have been identified as additional competition for Hispanic teenagers and young adults in the job search process.

Barriers to Hispanic Youth Employment

The weak position of Hispanic youth in the labor market is often related to a number of factors--most importantly, the lack of basic language skills, low levels of education and work experience, and discrimination. Other factors which also help create high Hispanic youth unemployment and limited career choices and opportunities include cultural barriers, the economy, lack of access to jobs or knowledge of employment opportunities, and social problems which affect Hispanic youth.

The Lack of Basic Skills

Problems with academic, communication, and problem-solving skills make it difficult for many Hispanic young people to benefit from occupational training, or to compete for meaningful jobs that lead to economic and career advancement.

Difficulty with the English language is a major skills problem for many Hispanic adults and youth. Researchers have found that about 70 percent of Hispanic young people, ages 5 to 14, who have been raised in Spanish-speaking homes have limited proficiency in English. This lack of proficiency often results in substantial educational problems for many young Hispanics. Hispanic youth are significantly more likely than black or white youth to be held back in school because of academic difficulties, and many drop out of school and never graduate. The dropout rate for Hispanic youth is 30 to 40 percent nationally, and, as mentioned earlier, in some of America's big city school systems, the Hispanic dropout rate is an alarming 50 to 70 percent.

The Quality of Schools and Programs

Hispanic youth educational problems are also the result of local educational systems. The quality of schools in Hispanic neighborhoods is often lower than that of schools city-wide. Schools with predominantly Hispanic enrollments often do not get their fair share of public funding, resources, and support. As a result, job-related programs and services to students are not strongly supported. Vocational education and job training are limited. Career counseling is inadequate. Job-seeking and life-coping skills are not effectively taught. In other cases, many school systems just do not recognize the special needs of many of their Hispanic students.

Cultural Barriers

Education and employment patterns of young Hispanics are also affected by parental expectations, family life and other cultural factors. In many cases, parents will discourage their children from accepting jobs which require travel to another part of a city or community. (Hispanic culture is, in many ways, still based on an agricultural economy where the large, extended family that lives and works together is the ideal.) Family attitudes about education may discourage a Hispanic young person from seeking out job training. There is also a lack of communication and sharing of knowledge about jobs between the various Hispanic population groups. Also, many young Hispanics develop an extreme sense of cultural pride, often as a way to deal with a hostile economic and social environment. These attitudes often lead to self-imposed isolation from the larger, non-Hispanic community where jobs may be available.

The Economy

Currently there are not an adequate number of jobs for which youth can qualify. The economy is changing from an industrial to a technological base. This shift not only reduces the number of jobs that require lower levels of training, but also displaces adults with whom youth must compete for other limited job and training opportunities. The new jobs which are being created by America's technological boom are also rarely located in Hispanic or inner city neighborhoods, and transportation to these jobs is often an obstacle for Hispanic youth.

Discrimination

Discrimination against Hispanic-Americans is another barrier in the labor market. The precise nature of discrimination against Hispanics is difficult to determine, but it includes biases against people with Spanish surnames, those who speak Spanish, those who speak English with a Spanish accent, or those who look like a Hispanic stereotype. Employment discrimination against Hispanics usually manifests itself in two ways--lower pay than non-Hispanics who perform the same or similar duties, and different treatment at the work place.

Many employers have misconceptions about the behavior of minority youth on the job and their desire to work. A common misconception is that minority youth lack an appropriate work ethic. Often due to their unfamiliarity and/or sense of being out-of-place, these youth behave in ways that are interpreted by employers as being lazy or having a bad attitude toward work. Another popular belief is that Hispanic and black youth are too choosy--that they are unwilling to take many jobs that are available because of low job status and low-wages.

Lack of Access to Jobs

Another barrier is a lack of knowledge about what jobs are available and how one applies for them. Hispanic youth often lack information about job opportunities in their areas. Jobs are rarely marketed to include Hispanic youth needs. For instance, job announcements are rarely bilingual, though this practice would provide many young Hispanics with a better chance of finding out what jobs are available. Businessess often do not advertise job openings in Hispanic community and Spanish language newspapers. Poor communications between job trainers, educational authorities, and potential employers limits access to possible positions. The informal "media network" of churches, and civic and community organizations are not properly utilized to spread job information.

Another very basic access problem is that a majority of Hispanic young people reside in inner-city neighborhoods which creates geographical barriers, and transportation costs often make it difficult to reach jobs located in suburban areas. Also, many Hispanic young people need to learn how to fill out applications, write resumes, and prepare for and participate in the interview process.

Social Problems

Many young Hispanics must cope with the problems of pregnancy, child care, and housing. More needs to be done to increase the understanding of these types of Hispanic problems by federal, state, and local officials, as well as members of the business community. Hispanic males often drop out of school to support large or young families. This in turn, leads them down a road to low paying, unskilled jobs. The number of female-headed households among young Hispanics is increasing, and is forcing many female Hispanics to enter the job market more now than ever before.

Political and Union Barriers

Hispanics as a group lack political clout in many areas. This often leads local political and union leaders to overlook Hispanic needs such as employment and job training. Hispanics are under-represented in local governments, local business groups and organizations, in unions, and on corporate boards of directors. The emphasis on equality for women sometimes hurts the job chances of Hispanic youth. Competition also exists with other minority groups especially from blacks, as both communities search for the few jobs which are open to them.

Institutional Barriers

The bureaucracy of federal job training programs and the difficulty of qualifying for the limited stipends available during training periods limit the numbers of Hispanic youth who can participate. Other institutional barriers that exist include: lack of funds available for job training, insufficient participation by the private sector in the creation of programs to help unemployed Hispanics, the lack of efficient, cost effective, methods for using job training programs, and the lack of support services--particularly for those young Hispanic women and men who are parents.

Immigration

The millions of undocumented workers in the U.S. places a strain on the employment situation in areas where their presence is greatest. Because this hidden population of workers is not represented in the U.S. Census or other official statistics, the allocation of funds for federally sponsored programs tends to be insufficient.

Upon examining general characteristics of the Hispanic-American community, and how these characteristics and other factors relate to Hispanic youth unemployment, both the scope and severity of the problem become clear. In the next section we will examine governmental efforts to involve the private sector in dealing with the problem. We will look at issues concerning Federal support programs, the role of local government, and the potential of public-private partnerships for dealing with the situation.

III. Public-Private Partnerships

As mentioned earlier, this guidebook is intended to help local officials understand partnership opportunities and the process of developing successful joint ventures to deal with Hispanic youth unemployment.

A public/private partnership is a sustained collaborative effort of two or more institutions in which each of the partners shares in the planning of projects and programs designed to meet a collective need and contributes a portion of the resources needed to implement those projects and programs. A partnership requires the linkage of various dimensions of the public and private sectors in a way that all participants contribute to the benefit of the community while promoting their own individual or organizational interests.

In many partnerships the public side benefits from the input of the private sector in decision-making. The effective use of private sector resources can benefit local officials in addressing many community problems that government cannot solve on its own. Partnerships can result in more effective problem solving because private sector policies and plans can be addressed which often are critical elements of local problems. Effective partnerships can move local governments away from approaches that simply compensate for the failings of the private sector, to approaches which appropriately spread the responsibility among all parties involved in an issue.

On the private side, partnerships can be viewed as a way to improve the quality of life of the community. For example, some partnership program activities benefit the business community by providing a better trained labor supply or improving a community's transportation system. Other partnerships may offer businesses a means of demonstrating good citizenship and faith in the community.

Before we take a look at some case studies of specific partnership programs, let us first examine today's climate for federally supported partnerships, and some of the issues and problems involved in these types of partnership programs.

The Climate for Federal Partnership Support

The Jobs Training Partnership Act

The Jobs Training Partnership Act (JTPA) was passed by Congress and signed into law by President Reagan in October of 1982. JTPA replaced the Comprehensive Employment and Training Act (CETA) as the nation's primary federal employment and training legislation. This act contains the federal government's commitment to assist youth and unskilled adults in entering the labor market. It is intended to afford job training to economically disadvantaged individuals who are in need of such training to obtain meaningful employment.

JTPA emphasizes training and strong business participation and provides the business community with new opportunities to use employment programs as investment incentives by tailoring them to meet private sector labor needs. Partnerships between the public and private sectors are the primary promise of JTPA. It is expected that these partnerships will create innovative policies to meet the employment and training needs of economically disadvantaged Americans.

The act reflects the changing nature of federal programs in the 1980's, as the federal government has delegated many of its duties to state and local governments. JTPA gives governors and state legislatures significant fiscal and oversight responsibility for employment programs. Now, state and local governments and Private Industry Councils (PIC's) must work together to plan and administer state employment and training systems with the virtual withdrawal of the federal government. These decisions are to be the result of a consensus between local elected officials and members of the PIC, the majority of whom represent the private sector.

JTPA vs. CETA

JTPA like its predecessor, the CETA program, works primarily through a locally based delivery system to provide education, training, and assistance to low income and unemployed adults and young people. This is where the similarities end because JTPA emphasizes the equity of authority between the public and private sectors in local policy-making, planning and administration, as well as minimizing federal intervention in funding administration or program management at the local level.

The JTPA legislation has introduced significant changes in the nation's employment and training programs. Major changes primarily affect the role of the federal, state, and local government, and private industry with regard to the delivery of program services. It shifts to the states many functions which were previously performed centrally by the federal government. JTPA, unlike CETA, authorizes most of its funds to be devoted to training and limits the proportion of funds used for administrative costs, supportive services, and trainee stipends. The act has introduced earnings gains and reduced welfare dependency as prescribed measures of grantee performance. All participating local programs must achieve minimum performance standards to continue receiving program funding. When a partnership receives JTPA funds, 40 percent of these funds must go toward basic services to youth, including services to dropouts. Perhaps the largest change has been caused by the mandate that 70 percent of program funds be allocated to training. This is viewed as a clear policy change from the CETA program which focused on income maintenance. JTPA clearly focuses on training for private sector jobs.

The Structure of JTPA

JTPA consists of five titles. Title I establishes the state and local service delivery system and addresses general program and administrative issues. Title II authorizes funding and establishes requirements for two programs--a year-round training program for disadvantaged adults and youth (Title II-A) and a summer youth program (Title II-B). Title III provides for a separate, state-administered employment and training program for dislocated workers (those who have lost their jobs because of plant closings or major work force reductions and are unlikely to return to their previous industry or occupation). Title IV establishes funding and requirements for federally administered activities, such as Job Corps and programs for Native Americans. And lastly, Title V contains miscellaneous provisions and changes to training-related activities in other federal programs, including state employment service agencies and the Work Incentive Program.

The JTPA program operates on a 2-year planning cycle. Each state and service delivery area (SDA) is required to prepare a 2-year plan describing its JTPA programs and activities over 2 program years. The act, however, initially allowed SDAs to plan only for the 9-month period, October 1, 1983, to June 30, 1984. The first full 2-year planning cycle began on July 1, 1984. The first program year, July 1, 1984, to June 30, 1985, is referred to as program year 1984.

Funding for the initial 9-month period of JTPA totaled about $2.8 billion. Of this amount, approximately $1.4 billion was for Title II-A, $725 million for Title II-B, $94 million for Title III, and $560 million for Title IV federally administered programs. The administration's budget for the program year ending June 30, 1985, was over $3.6 billion.

JTPA Problems

In January 1985, Grinker-Walker and Associates and MDC, Inc. released the second report of a two-year independent sector analysis of JTPA. The Grinker-Walker report highlighted several positive results for JTPA during the first nine month operating period, such as: high attainment of placement goals; high participation of welfare participants, minimal cost; strengthened partnership between local elected officials and the Private Industry Councils (PIC). However, the report also identified three key problems which are of concern to Hispanic and other disadvantaged groups:

1) the extent of "creaming" in the delivery of JTPA services,
2) the inability to spend the mandated 40 percent for youth programs and provide support services to help Hispanic youth, and
3) the lack of adequate services for high school dropouts.

The first problem which the Grinker-Walker report identified centers on the selection of disadvantaged individuals for training. JPTA is a performance-driven program which encourages and rewards successful programs that have achieved high placement rates at low costs. Thus, the performance standards indirectly encourage program operators to "cream" or select those individuals who are the easiest to place, or who are most job ready, or those with the least need of support services. This results in a lack of adequate services to those most in need of assistance.

The pressure on Service Delivery Areas (SDA's) to successfully perform leads to the use of performance-based contracting, whereby service providers do not receive full payment until a person in the program has been placed in unsubsidized employment. The Grinker-Walker report stated that service providers are encouraged to "cream" in their selection process in order to meet performance criteria and receive payment for their training costs. Many community groups, which are service providers, experience cash-flow difficulties because cost reimbursement is withheld until after the placement of a client. For this reason, many community-based groups have decided not to seek JTPA funding due to their inability to function financially under JTPA's financial constraints. In this manner JTPA also "creams" the organizations that may participate as service providers--only organizations which have solid financial backing from other sources may participate under the current performance conditions. Groups with special interests in minority or disadvantaged issues fear that the exclusion of community groups from the JTPA system will result in a neglect of efforts to help economically disadvantaged, such as Hispanic youth.

The preference for low-cost, short-term training programs does not help young Hispanics who have low incomes, less education, along with limited job experience. The programs which are funded by JTPA do not, for the most part, address the long-term needs of Hispanics for skills training, educational, and language training. Current programs emphasize short term training resulting in quick placement, which favor white workers who already have many of the basic skills which Hispanics need to even be able to compete for jobs. Hispanic-Americans, particularly Hispanic youth face many employment barriers and it is likely that they will be under-represented in these short-term, quick placement programs, which have a built-in preference for higher skilled, better educated workers.

A second problem found by the Grinker-Walker report was JTPA's inability to serve disadvantaged youth, both in spending and targeting. JTPA provides only enough money to serve 11 percent of the nation's youth who are officially listed as unemployed. JTPA's overall budget for youth programs is nearly 40 percent lower than funding levels of recent years for a federal employment program. This legislation reduces significantly the federal government's commitment to youth employment.

The Act requires all SDA's to use 40 percent of their funds on youth programs, including individuals 16-21 years of age. However, the Grinker-Walker report found that many SDA's failed to spend the mandated 40 percent for youth programs, mainly due to difficulties in attracting youth and short-term, low-cost programs for youth. Other SDA's ran into opposition from the Private Industry Councils (PIC) who questioned the wisdom of targeting the high levels of service to youth that JTPA requires when adult unemployment rates remain unacceptably high. PIC's are made up of members of the private sector and the local community, who are appointed by local elected officials.

Congress intended that this legislation would serve to end the trend toward long-term structural unemployment among Hispanic and other disadvantaged youth. The Grinker-Walker report found that even where JTPA youth programs are available, the lack of stipends, support services, and adequate education skills training components, including training in English-as-a-second-language (ESL), may minimize the opportunities for Hispanic youth to participate.

For example, JTPA restricts the use of stipends which makes it difficult and sometimes impossible for many Hispanic youth to become training participants. One could argue that these young people would otherwise be jobless, and they are not losing anything during a payless training period. However, the fact is that a paid job helps to create a foundation of a real work history and develops an individual's sense of worth. In addition, JTPA does not specifically limit the length of time for a training program, but the "quick success" strategy of many programs with limited program cycles of six months do not help many Hispanic youth. When disadvantaged Hispanic youth are unable to participate or gain skills from a job training program, it is likely that they may fall into the cycle of underemployment, structural unemployment, and increased use of welfare services which plague minority groups.

A third key problem with JTPA was found in a lack of adequate outreach programs to help high school dropouts. This is a problem of great importance to the Hispanic community as more Hispanic young people fail to finish their high school educations than non-Hispanics. JTPA mandates that dropouts be served equitably, taking into account their proportion of the overall eligible population. However, the Grinker-Walker report concluded that dropouts are not being fully incorporated into JTPA training programs. Some SDA's do not have separate programs for dropouts which means that dropouts are mainstreamed into either youth or adult JTPA programs. Even in those SDA's with youth programs, only 26% of the participants were dropouts.

As a result, Hispanic groups are concerned that JTPA's inability to serve dropouts will have a disproportionate impact on the Hispanic community. As with underexpenditures in youth programs, the Hispanic community has special reason to be concerned about JTPA's limited abilities.

It appears from the Grinker-Walker report that JTPA, in its present form, with current regulations and funding limitations, cannot adequately serve targeted groups such as youth, dropouts, and other economically disadvantaged persons who encounter serious employment barriers. The original CETA legislation had some similar problems which were corrected over time through legislation, federal regulations and oversight.

Local Government's Role in Encouraging Partnerships

Due to the apparent problems of partnerships funded under JTPA, and their ineffectiveness in meeting the needs of young unemployed persons in the Hispanic community, other types of local partnerships are necessary if progress is to be made in decreasing Hispanic youth unemployment. What this project guidebook attempts to encourage are public-private partnerships that are more closely aware of and aimed at meeting the needs of Hispanic youth--programs that free themselves of federal aid dependency and the problems of programs run under JTPA.

Today, while the shift in responsibility for public problems is moving from the federal to the local level, federal policies have also led to reductions in direct financial assistance to many local governments. These shifts and reductions have made local officials more aware today than ever before that governments cannot meet the collective needs for which they have assumed responsibility solely through their own facilities and taxing powers. Pressing education, employment and economic development problems are so complex that no one element of society--public or private--is really equipped to handle them alone. Public-private partnerships are increasingly mentioned as key methods of providing society with a wide array of social and economic programs. However, as we have just discussed, even this much touted approach can have its drawbacks and fall short of expectations.

The types of partnerships we are promoting involve something more than the ad hoc activites so typical of "partnerships" in the past. A partnership is not a relationship where one entity is a passive partner or money merely changes hands. Effective partnerships need to systematically engage in a process that involves all parties in identifying a problem of mutual interest and negotiating a joint approach to solving that problem. This implies bringing the full range of private resources--philanthropy, investments, operational decisions, manpower and facilities, and prestige--to bear on a wide range of local problems, including economic and community development, housing, education, human development, basic public services, and Hispanic youth unemployment. And, it requires that public policy tools and local organizations and processes be creatively used to promote greater private sector involvement in community problem solving.

Public-Private Partnerships and Hispanic Youth Unemployment

More specifically, how can partnerships be used to deal with Hispanic youth unemployment? First, local governments need to enter into partnerships with the business community, local educational systems, and community organizations. These partnerships must be created, developed, and operated to make the best use of combined resources. Based on what we know of Hispanic youth unemployment problems, these partnerships need to focus on: 1) creating a job environment, 2) identifying jobs for which youth can qualify, and 3) developing channels of communication between businesses and the Hispanic community to more effectively disseminate job information. Following, is a list of suggestions for achieving these goals.

1) To create a job environment local governments need to:
   - Create jobs by attracting industry.
   - Develop incentives which will encourage businesses to locate or remain in the city, and make training available to youth.
   - Encourage private sector organizations to relocate and expand their operations in minority neighborhoods where people need jobs and property costs may be much lower than in established business districts.
   - Employ ways to make local officials, business leaders, and the public more aware of the employment problems of Hispanics and other disadvantaged groups.
   - Help the private sector to understand that it will be good for business to hire Spanish-speaking workers. It helps reduce unemployment among minorities, and everyone benefits.
   - Motivate the private sector to take a leadership role in employment and training programs to provide Hispanic youth with some of the experience and training which so many of them lack.
   - Work with schools to develop programs to help prepare Hispanic students to be more employable in the job market. Such programs could provide youth with hands-on experience and training while encouraging them to stay in school.
   - Encourage private sector organizations to send representatives, especially Hispanic business people, into schools to talk and work with students, providing Hispanic students with models and mentors.
   - Work more closely with the private sector in planning economic development and employment policy.
   - Work to attract more private sector moral and financial support for public development projects and training programs.
   - Encourage local officials to be innovators instead of reactors to the needs of Hispanics and other minorities. City officials should use their authority before a crisis situation develops.
   - Encourage city managers to take the initiative to locate Industrial Development Bonds (IDB's), Urban Development Action Grants (UDAG's),

and zoning alternatives to encourage the creation of jobs.

2) To help identify jobs, local governments need to:
   - Develop closer cooperation between businesses, potential employers, educators, job and vocational trainers, and city officials on what jobs may be and are available for youth.
   - Offer businesses economic and tax incentives which could lead to more private sector involvement in training programs.
   - Encourage private sector employers to help develop entry-level positions which are targeted for youth workers.
   - Emphasize programs which help youth learn how to find and interview for jobs.
   - Encourage businesses to hire teenagers or interns so that many students could become familiar with working on a steady job.
   - Recognize that all jobs and training programs must involve some form of pay, in order that Hispanic youth develop a sense of worth and are compensated for their work.
3) To develop communication channels, local governments need to:
   - Work towards improving communications with the private sector and between potential employers and Hispanic youth.
   - Encourage more businesses to advertise job openings more often with Spanish-language and minority-oriented newspapers and other media sources.

Words of Caution and Encouragement

We do not mean to present even the best thought-out and implemented public-private partnership as some sort of magic solution to any problem. Costs and concerns of all parties involved sometimes do arise, and where they exist, should be thought through carefully.

As partnership approaches are developed, some local governments may become concerned about losing control over what were once purely public programs. Some people in local government may not feel that the extra effort required to develop collaborative new approaches with the private sector is worth it--especially at a time when they are struggling to keep their own current programs afloat.

Private sector costs may arise if the partnership is viewed as a diversion from the primary mission of a business. A partnership may involve financial investment in the project or program which may deviate from organizational goals. Some business leaders may also be concerned about unrealistic expectations as to what the business community can really do to help address the nation's social or economic problems.

Recognizing these often legitimate concerns, we must also note that the type of partnerships we advocate depends strongly on input from all parties involved, and operates around truly joint decision-making. Secondly, given the apparent trend for more local government responsibility and less federal aid for local programs, and given the fact that the Hispanic youth unemployment problem is a very real and pressing issue for many communities, a public-private partnership may be one of the few possible ways for a local government with limited resources to deal with a problem that is growing and will not simply go away if ignored.

Regarding private sector concerns, more and more businesses--from America's corporate giants on down--are recognizing that community relations and civic contributions are "good business." It is hard to imagine that taking an interest in the community where a business is located--and in this case, helping to make it a more stable environment--would be in opposition to a business organization's best interests.

Finally, in relating to reactions questioning the idealism and/or futility of community support efforts, we will now turn to some examples of cooperative ventures where government efforts have proven to be "worth it," and private sector participation has helped to address a very serious problem. In the next section we will look at several successful public-private partnership programs that have helped deal with Hispanic youth unemployment in their communities.

IV. Six Successful Communities

General Features

The first phase of the ICMA Hispanic Youth Employment Project involved seeking out innovative and successful approaches to the problem of Hispanic youth unemployment.

The six communities selected as "models" were Albuquerque, New Mexico; Oakland, California; Union City, California; Sunnyvale, California; Redwood City, California; and Miami/Dade County, Florida.

Each program has a unique character. Albuquerque's Youth Devolopment, Inc. has a broad base of support and concentrates on preventing the causes of unemployment. Oakland's Spanish Speaking Unity Council is the largest, most comprehensive program, with dozens of projects supporting and complementing each other. The Dade County program concentrates on using entrepreneurial activities to fund its comprehensive youth programs. In Union City, California, a more modest program is focused specifically on employment and succeeds very well through a combination of exciting money-generating work projects and a well-run job referral service. Sunnyvale, California has developed a novel way of retaining local control over it's employment programs for youth when CETA was replaced by JTPA. Finally, Redwood City, California's experience illustrates the value of centralized service delivery and community outreach programs.

Youth Development, Inc.—Albuquerque, New Mexico

Program Description

Youth Development, Inc. of Albuquerque, New Mexico (population 332,000) was developed in response to community concern over the drug overdose death of a promising 17-year-old youth from the city's South Valley community. The community set out to establish a program that would reduce the high rate of drug use and jail detention among Hispanic youth by providing resources and services to young people in the area. (At that time, over 80 percent of those arrested by the sheriff's department were Hispanic youth.) The county commission composed of five members--two of whom were Hispanic and one of whom was black--was sensitive to the needs of the community and supported its effort to establish the program. In 1971, service began with a group home and a delinquency prevention program. Youth Development, Inc.'s involvement with youth employment began in earnest in 1977 when it participated in the Comprehensive Employment and Training Act (CETA) program.

Funding for Youth Development, Inc. orginally came through several grants. The organization started operating with a staff of six in 1971 as a chartered, non-profit organization with a $25,000 Law Enforcement Assistance Administration grant, $50,000 from the county, and $50,000 from the U.S. Department of Health, Education and Welfare. The board of directors received its strongest support for starting the program from the city and county government staff, who helped identify available grants as well as explain procedures for obtaining funding.

Over the past five years the operating budget of Youth Development, Inc. has been $1.5 million, with a staff now of 55 full-time employees (including six teachers), and 45 part-time employees. Both the city and the county are major funding sources: the city has helped fund Youth Development, Inc. for 10 years while the county has funded it for 13 years. Currently the city is playing the largest role, with its policy to contract with community-based organizations to deliver services in their community.

The city allocates funding for the program out of community development funds, local set-aside programs, and money provided through an emergency jobs bill. Presently, the county provides the organization with $140,000 in revenue sharing funds. The state Employment Development Office provides $200,000 for summer youth employment. The federal government's Jobs Training Partnership Act (JTPA) program is one of the most important sources of funding for the Youth Development program. While private corporations have been actively pursued, they have not contributed significantly to the organization. Youth Development, Inc. runs bingo games, has an annual softball tournament, and sponsors a variety of other events in the community to raise additional (unrestricted) funds. Bingo games are the most profitable, and have brought in as much as $25,000 annually.

The Youth Development, Inc. board is composed of 13 persons drawn from the Albuquerque/Bernalillo County community, the private sector and the public sector. Through community support several members have been elected to public office, giving the program the necessary political clout to make the government responsive. Members of the board make broad policy decisions while the professional director manages the program in consultation with the board.

Innovative Approaches and Programs

Because its funding base is diversified, the program's services are available to all city and county residents. While youth employment is a major priority of the organization, its approach is primarily preventive. The program is set up to deal with the problems affecting the employability of youth, by working with the community the children come from--the children's families, their schools, and their potential employers.

Youth Development, Inc. boasts 13 programs that help participants to make a smooth transition into the labor force and become integrated into mainstream society. The programs range from the rehabilitation of juvenile delinquents to job development. The programs most closely related to youth employment are the GED Prep-Entry Employment Experience, the Community Pride-Educational Enhancement, and the Job Development Services.

The GED Prep-Entry Employment Experience Program serves approximately 25 schools in the Albuquerque public school system. It is geared to helping the high-risk group of youths who have dropped out of school and who have had contact with the courts. Participants study in a classroom two days a week and work for the remaining three days, preparing for the high school equivalency exam and developing essential work habits.

The Community Pride-Educational Enhancement Program employs 150 youths during the summer months, 125 of whom qualify for JTPA support. The year-round participation of JTPA-eligible youth amounts to 100 youths. This program is also made up of two components: work experience and education. The participants receive the minimum wage for community improvement work. This work, aside from developing positive work habits, also encourages community pride. Currently, the youths are fencing-in a dangerous irrigation canal that has led to several drownings in the community. Youths who are in school attend special classes in which they earn a full credit in both math and English. High school dropouts attend GED prep classes and are encouraged to take the GED exam.

The Job Development Services Program helps needy youth who do not qualify for the JTPA program get and keep permanent jobs. Job developers help clients write resumes and prepare for job interviews. In addition, job developers refer clients to potential employers, and also provide information youths need to apply for post-secondary and vocational education programs. The program places an average of 30 clients a month in unsubsidized employment.

Another program, Outreach Counseling, deals with the problems and difficulties youth encounter in the school system. The program's goal is to nip in the bud the problems which hinder education and skill development. School-age children can go to several drop-in centers for structured activities and help from counselors regarding their education, family, or career. The outreach counselors focus especially on middle school and high school youth, particularly at the transition points between schools when many students drop out.

Youth Development, Inc. has several programs that address specific high-risk unemployment groups, for example, they sponsor a diversion program for juvenile delinquents and a program dealing with teenage pregnancy.

In the area of private sector employment, Youth Development, Inc. at first relied solely on informal agreements with the private sector to employ its job-ready youth. There were several "friendly" employers--those to whom the city provided venture capital on the condition that they guarantee local jobs and hire the unemployed. Financing of these ventures came from an emergency jobs bill enterprise fund set-up to help new businesses get established. These businessess had to be certified by the local government agencies in order to participate. Local banks manage the funds and thereby established a relationship with the new businesses, and an involvement in the local employment situation. Another source of local jobs is businesses funded by Urban Development Action Grants (UDAG's), which must increase their reliance on the local worker pool in order to comply with their contracts.

After five years in operation Youth Development, Inc. achieved a formal agreement with an employer. The board of the Rio Grande Conservancy project recently set aside money for 20 positions to be filled by Youth Development, Inc.

Elements of Problem

Community Expectations. Youth Development, Inc. met resistance from the police, school officials, and the youth of the community when it began its operations. The police suspected the organization of protecting troublemakers and stirring up trouble. The schools wanted the organization to serve as a truant officer, and resented its presence when it didn't. The youths suspected the program staff of being police informers. The program overcame these barriers by meeting with the police and the schools and making its objective clear to them. It gained the confidence of the youths by meeting their needs and bolstering their self-esteem.

Hispanics' Socioeconomic Situation. Hispanics in Albuquerque's South Valley face several socioeconomic barriers. Due to persistent economic problems there is a social stigma attached to the residents of the community. Jobs are not easily accessible, as industry is located away from South Valley and Albuquerque's transportation system poorly serves the area. The city's housing patterns tend to cluster poor Hispanics together, thereby cutting them off from contact with mainstream society. The youths' families tend to perpetuate their isolation, requesting that the children stay close to home.

Youth Development, Inc. faces the challenge of getting Hispanic youths to realize that they have to enter the social mainstream in order to succeed economically. Without self-respect, community pride, and a work ethic many will be chronically unemployed. They must overcome the obstacle of prejudice. They must leave behind some cultural habits, such as dressing in a style that is acceptable in their own community, but is not appropriate in the larger community. Their reticence when being questioned does not make a good impression in employment interviews. Teenage pregnancy, common among Hispanic youth, perpetuates dependency, seriously delays self-reliance, and leads to high rates of chronic unemployment among the adult population.

Lack of Training Opportunities. Albuquerque's economy is changing from low to high technology. Hispanic youth are usually directed into low-skill economic tracks where jobs simply no longer exist. Most local youths lack the necessary training for the highly technical jobs which are available in the Metro Albuqerque area. Youth Development, Inc. must prepare youth for technological careers. One of the obstacles making such preparation difficult is the 500-hour training limit per youth imposed by JTPA. The state university's cutbacks also reduce the educational opportunities available locally, preventing working youth from improving their skills, and forcing excellent students to go to other areas of the United States to complete their educations.

Program Diversification. The success of Youth Development, Inc. has had a lot to do with program and funding source diversification. On the other hand, diversification creates stress and increases burnout as staff must juggle responsibilities of various programs and their multivarious requirements. Moreover, the philosophies underlying the different programs have changed dramatically. Currently, monies allocated for program administration are being reduced, leaving the organization with the problem of how to keep its experienced staff.The JTPA guidelines and new policy and administrative entities cause some difficulties for "front-line" staff because the federal procedures are not tailored to the youth the program serves.

Keys to Success and Transferability

- The program responds to a well-established need: the need in Albuquerque for integration of Hispanic youth into the socioeconomic mainstream.
- The organization has clear goals at all levels:
  1. To deal with the problems facing youths at their origin; both in the home and in the community.

    2. To prevent problems and focus on the whole individual.
    3. To build self-esteem while developing pride in community.
- The Community is strongly committed to the project.
- The project has local political support.
- The organization's funding diversification has helped it survive in lean times.

Youth Development, Inc.'s financing scheme is replicable, to a great extent, since the funding sources used are available throughout the United States. Nevertheless, there are differences between states in the formulation of the JTPA programs since the states are given much discretion as to their implementation.

Youth Employment Program—Sunnyvale, California

Program Description

Forty miles south of San Francisco and eight miles north of San Jose is the city of Sunnyvale, California (population 112,000), known as the "Heart of Silicon Valley." Faced with the decline of the agricultural industry and the rapid growth of the high-tech industry, Sunnyvale's youth, a large proportion of which is Hispanic, now needs technical skills to gain permanent employment.

In 1981 the city, with the full support of its council, made a commitment to provide job training for these youths by becoming a participant in the Comprehensive Employment and Training Act (CETA) program. They could have easily overlooked this need because the community had an abundance of jobs.

When it became clear that the CETA program would be replaced by the Jobs Training Partnership Act (JTPA) program, Sunnyvale again demonstrated its strong commitment to its youth by forming a consortium of six cities to meet JTPA minimum population requirements for a service delivery area, and thereby retain control over its youth employment efforts. Sunnyvale leads the North Valley (NOVA) Job Training Consortium and acts as the main coordinator for all the youth employment programs in the area, thus, bringing together all available resources in its overall program. The city's involvement in employment and training programs has benefited both community youth and the private sector.

The news media have been very supportive of the youth employment efforts in the Sunnyvale area. By highlighting the success of programs and publicizing them, the media have been instrumental in bringing the different elements of the community together to form further partnerships dealing with youth employment.

An office which operates year round places local youth, especially low income youth, in unsubsidized jobs in the private sector. The state's Employment Development Department provides additional staffing to the Youth Employment Office. Through this partnership, city and state coordinate their efforts and better serve the youth. The Youth Employment Office is linked to all other program options for youth, and is the primary intake point.

Innovative Approaches and Programs

Summer Youth Employment Program. One of the options available to youth in the community is the Summer Youth Employment Program, which uses subsidized work experience as a magnet to draw youth in and to provide them with extra training. Training includes GED preparation, occupational training, computer literacy, and basic skills instruction, all of which count toward a high school diploma. The program only serves youth who have never participated in the program before. All participants are required to go through a vocational exploration unit that exposes them to different kinds of jobs and introduces them to the world of work.

Multicultural Program. Sunnyvale and the NOVA Consortium offer a multicultural summer program geared toward working youth. The program, which is run through De Anza Community College, consists of an academic phase and a work phase. The academic phase has two components: an orientation to the world of work, and language assistance to pass the high school equivalency exam. Since most working youth in Sunnyvale are Hispanic, the program offers English as a Second Language (ESL) for Limited English Proficient (LEP) youth. The work phase consists of jobs on campus. In order to work, the youth must participate in the vocational exploration unit. Participants are given access to the school computers so that they can acquire computer technology skills. The program, besides developing the participants' job skills, acquaints the youths with the college environment. The community college also offers a seven-week program for young migrant workers.

The college has a formal agreement with Sunnyvale and the consortium through which the school receives payment for the cost of instruction, for administration of the program, and for counseling. The school values its in-kind contribution to the program at $20,000. Summer programs are not seen as isolated programs in Sunnyvale, rather they concentrate the efforts of the ongoing, year-long youth programs.

Occupational Training Institute. Another option for out-of school youth is to enter a skills training program, leading to placement in unsubsidized employment. The Occupational Training Institute (OTI), which runs out of the Foothill De Anza Community College District, provides local industries with trained people for entry-level positions. OTI offers youth clerical, semiconductor, and quality control training, and it provides innovative and satisfying experiences that instill confidence among participating youth. Technical training is supplemented with units in vocational exploration, job prepartion, practice interviewing, field trips, and evaluation. The program is currently serving 300 youths. OTI receives its funding from state and local agencies.

Summer Jobs for Youth. The Summer Jobs for Youth program which supplements Sunnyvale's youth employment program, is a coordinated regionwide effort to place youth in unsubsidized jobs. Private companies, using the federal targeted jobs tax credit program, hire youth and "lend" them to community service agencies who bid for them. The bidding agencies must submit job descriptions, show how the youth will be supervised, and prove that the youth hired will not displace permanent employees. The city is responsible for screening applicants, matching them with appropriate jobs, and administering the program, while the companies supply the money and get the federal tax credits.

Summer Jobs for Youth has been operating countywide for the past six years. In 1983, the county program netted 2,400 job referrals, 34 percent of which went to Hispanic youth. In the Sunnyvale area 100 youths were placed in jobs ranging from office work to yard work. A local high-tech company, Plantronics, participated in the program by hiring 50 youths for $25,000. Twenty-six out of a total of 40 minority and handicapped youth were Hispanic.

Fremont Union High School District. Fremont Union High School's department of adult and community education offers programs such as English as a Second Language (ESL), Graduate Equivalency Degree (GED), and other programs to youth referred through the Youth Employment Office. The school district hires as instructional aids members of the community who can serve as role models to program participants. Community members form an important link between the youths and the school since they know both the school and the youths. Community representatives are also involved in assessing the participants and directing them to the various educational programs available. Since the department of adult and community education is part of the consortium, it also has access to the services provided by Sunnyvale's program.

Institute of Computer Technology. Another resource closely tied to the high school district is the state-sponsored Institute of Computer Technology. Working in close cooperation with the high school staff, the Institute offers computer education and many programs, such as ESL and the GED, on computers. The high school thereby uses the computers as an incentive for drawing in youth for the services they need.

NOVA Private Industry Council. In its first year of existence, the NOVA Private Industry Council (PIC) has put more than 40 percent of its funds into youth training programs. Its major focus in youth programs is to improve training in the necessary competencies in job skills, and in job readiness. The PIC finds that its greatest challenge is to train youth for jobs that have a future, since jobs are rapidly changing in the Silicon Valley. Aside from classroom training, the PIC supports on-the-job training and direct placement.

On-the-Job-Training. The on-the-job component provides individualized training to youths who cannot be successfully served in a classroom due to cultural or language barriers or to those who need immediate income. Contracts are negotiated directly with the employer for a training time of from 2 to 10 months. Any employer wishing to hire for positions that require less than 2 months of training qualifies for the youth direct placement program and does not receive reimbursement for the cost of training.

Direct Placement Service. NOVA, in partnership with the local branch of the state Employment Development Department (EDD), offers direct placement services through Sunnyvale's Youth Employment Office. The staff contacts employers to obtain job listings and placements, lists job available for applicants, provides employability assessment and job development for JTPA participants, and provides job search assistance, including preparation for work and labor market orientation. The combined staffing for the services from EDD and NOVA permits the program to offer limited services to all youth regardless of their eligibility.

Youth who are ineligible for JTPA funds can use the following services: occupational information, occupational education and training placement services, and job referral information. They are encouraged to participate in the job orientation workshops offered through the direct placement program.

JTPA-eligible participants receive all these service as well as more in-depth counseling and employment services. All participants are enrolled in the direct placement program at the time of their employment and remain enrolled for at least a month. During this time employment counseling is available to help participants retain their jobs. After a month, if there are no problems, the participants are on their own. If a participant loses a job, he or she is given further assessment, counseling, and referrals.

Elements of the Problem

The Economic Situation. The high technology boom has put serious strains on Sunnyvale's services and resources. The rapid growth of the high technology industry created jobs very fast, putting pressure on the available housing and transportation, and making the cost of living one of the highest in the area. The mushrooming of the high technology industry has been accompanied by the disappearance of the canning industry, which had been providing employment to the local unskilled labor pool.

Sunnyvale has had to develop an employment program quickly to steer and assist a work force which might be shut out by the new industries, by offering training in the skills necessary for the new jobs. Sunnyvale found the best point of intervention for the youth employment program is within the school system where the youth already are and where the set up is conducive to employment skills training.

Threat of Service Reductions. While the school system has been hurt by Proposition 13, reductions in funding motivated it to cooperate with the city to continue employment training. As the CETA program closed down, Sunnyvale protected itself from devastating service cuts by reducing its reliance on CETA programs a couple of years before the program ended, and joining forces with the school system to provide youth employment services.

Keys to Success and Transferability

- Sunnyvale's Youth Employment Program owes its existence, if not its success, to a dedicated city council and city manager who took the initiative to serve low-income and minority groups who have low political visibility and could have been easily overlooked.
- Sunnyvale demonstrated its commitment to its youth employment program when it resourcefully found a way around the new JTPA regulations. By forming a consortium of six cities which it coordinates, Sunnyvale maintains control over its programs.
- Sunnyvale creatively organized the different resources available into a comprehensive employment program. It supplemented the city's services with services offered by the state's Employment Development Department by arranging to have the department run its activities out of the City's Youth Employment Office. The city arranged cooperative training with the school district, with other educational institutions and, through the PIC, with the private sector.
- Through the city's leadership, good relationships have been formed among all the participating organizations, leading to informal networking that ensures the effectiveness of the cooperative effort.
- The small scale of the project makes communications among agencies easier. In larger projects the issue of communication among agencies necessary for cooperative efforts would have to be addressed.

Since Sunnyvale boasts of having more jobs than residents, it can market its Youth Employment Program to the private sector by focusing on matching youth with jobs to be filled. The program has all-around support, for it benefits both the youth and the private sector. This approach can be used in other cities with a growing high technology industry.

Teen Employment Program—Union City, California

Program Description

The Union City, California (population 39,000) Teen Employment Program was set up in 1974 with seed money from the city to provide work, employment referrals, and income for teens. The program sponsors self-help projects that encourage initiative among participants and provide them with employment experience. Hispanic participation in the program is high. Sixty-three percent of all males and 40 percent of all females served are Hispanic.

The program received funding through the Associated Community Action Program (ACAP), during it's first three years, and participated in CETA. Funding from CETA enabled the program to employ a training specialist. For the past seven years the city has funded the Teen Employment Program. During the programs infancy, the city helped by applying for funds and when the funds ran out the city took up the funding responsibility.

The program now receives approximately $32,000 for its yearly budget from the city's general operating funds, and is staffed by a full-time program director assisted by a part-time staffer.

The high school work experience coodinator in the local school district works with the program director and uses the program to help students make the transition into job training or higher education.

For seven years, the Mohawk Petroleum Company housed the program free of charge in one of its old service stations located in Decoto, a mostly Hispanic section of town. Mohawk sold the service station to Union City, and the station currently houses the program's bicycle repair project, and talented young artists from the area painted the facilities with Mexican and Indian murals.

Innovative Approaches and Programs

Since its beginning the program has provided teens with employment referrals and job counseling in the areas of interviewing, and resume resume development, and application preparation. Requests for jobs are placed directly with the Teen Employment Program, and the program staff phones participating youth to tell them about job orders that have been placed. The youth are then responsible for getting in touch with the prospective employer and making arrangements to work. After negotiating for wages and the specifications of the job, the youths notify the program staff of the results. The staff follows up with calls to the employers for evaluations of the youth. Customers are charged a $1 placement fee for each job order placed with the program, and teens are also charged $1 for each job they take.

A number of special projects have attracted teens to the Teen Employment

Program. It was launched with an adobe brick-making project that involved the teens in the whole brick-making process--from the handling of raw materials to selling and delivering the finished product.

A self-sustaining bicycle repair project was organized to provide participants with training in bicycle repair as well as employment. The youth get paid for the repairs and they generate program revenue by selling bicycle parts and rebuilt bicycles. The police department gives the project abandoned bicycles to be stripped for parts or rebuilt and sold. The project promotes entrepreneurship among participants by making them responsible for negotiating with their customers for the work they perform.

The Teen Employment Program also runs a home address-curb painting project, a woodshop project, a silkscreening project, fundraising activities, and an aluminum recycling project. Teens in the home address curb painting project contract to paint addresses on curbs in front of private residences. They also paint signs for the city. In the woodshop project teens build wooden signs, park benches and tables, and assorted woodwork, while learning woodworking skills. In the silkscreening project teens produce printed T-shirts primarily for the annual Lowrider Happening.

The program director wanted to include the young lowriders in the community, so he devised a community celebration that would have as a highlight a competitive exhibit of lowrider cars. The Lowrider Happening has turned into a successful and established community-wide celebration that reaches out to the lowriders.

The program sponsors other community events and recreational activities, including a free summer lunch program, the Decoto tree planting project, and rap sessions. Teens in the program go camping, deep-sea fishing, horse-back riding, rafting, and attend assorted sporting events. The program's major fundraising activity is selling fireworks for the Fourth of July. The most recent fireworks sale brought in approximately $1,000.

Elements of the Problem

The program has had difficulty in obtaining job pledges or other support from the business community. Union City's economy is changing. Several plants, including a major steel plant, have closed, drying up local sources of employment. Nearly half of the community commutes more than 20 miles to work, so that many jobs open to youth are inaccessible to them. Nevertheless, Union City boasts the San Francisco Examiner's plant, which serves all of northern California.

Keys to Success and Transferability

The Union City program found several keys to making their program work successfully.

- The program has a clear focus as a self-help project providing youth with productive work, employment referrals, and income generating opportunities.
- The city has participated in the Teen Employment Program since its inception and gives it financial support as well as the support of its Department of Leisure Services.
- The program director showed his dedication to the program by continuing to run it for three months when the funding sources dried up.
- The director is in touch with what attracts and interest the teens in his community. He was able to find an activity--a bicycle repair shop--that draws the youth in and is also profitable. The teens' interest in bicycles also provides the repair shop with clientele.
- The teens form a true partnership with the program by accepting the

responsibility for contracting their services. For this reason they are taken seriously by the community.

The program is transferable, as it is a city-based program. The program requires a simple referral service for its direct placements. The program's reliance on the partnership with its youth makes it relatively inexpensive to run.

Youth Employment Program—Redwood City, California

Program Description

The heart of Redwood City, California's (population 55,000) youth employment program is the Fair Oaks Community Center. The center was built in 1973 with federal money granted to the city and the county. This neighborhood facility brings under one roof all the agencies, both public and private, that deliver social services to the predominantly Hispanic residents of Fair Oaks and the southern part of San Mateo County.

Fair Oaks is an isolated, poor neighborhood of Redwood City in the midst of one of the wealthiest counties in the country. Its problems drew little attention until summer conflicts between Hispanic youths and the police in the late 1970s highlighted the problem of Hispanic youth unemployment (the current unemployment rate among this group is 17 percent). The programs now being run out of the Fair Oaks Community Center to combat youth unemployment were created as a result. Redwood City brought to the Center a county Summer Youth Employment Program primarily for youth in school and a Summer Jobs for Youth Campaign for out-of-school youth. The local chapter of Hispanic Concilio, a national advocacy organization, helped establish the Sequoia YMCA Youth and Family Services Fair Oaks Outreach Project for out-of-school Hispanic youth. The project is a preventive program that uses a street counselor to reach youths who will not otherwise come into the Center for services.

Redwood City's policy is to encourage public and private service agencies to serve the Hispanic population by providing space for them in the Fair Oaks Community Center. The city also earmarks $100,000 of its general funds for human services financial assistance, which it distributes among several non-city agencies throughout the city, including some of the agencies that provide services at the Fair Oaks Community Center. The city develops a formal written agreement with each agency providing service at the Center to spell out all commitments and responsibilities. The city acts as a broker and is not itself involved in delivering any services.

In addition to the three programs that deal specifically with youth unemployment, ten other programs offer an array of services ranging from nutrition to naturalization. The programs are funded by a combination of federal, state, county, city, and private monies. In the case of the two county youth employment programs, for instance, the county Office of Education continues to pay for the training component of these programs and advertises them in the community.

Innovative Approaches and Programs

Summer Youth Employment Program. The Summer Youth Employment Program serves approximately 840 primarily in-school youths county-wide and 180 in the Redwood City area. The seven-week program encompasses a variety of work and career development experiences. All youths receive $3.35 per hour and can

participate for 30 hours a week. The program has no placement goals, however, participants are expected to gain a firm
understanding of the world of work, the work habits necessary to compete for unsubsidized employment, and insight into the importance of career planning. Career exploration programs are co-sponsored by area high school districts.

Jobs for Youth Campaign. The San Mateo County Jobs for Youth Campaign is jointly operated by the county Office of Education, the Private Industry Council, the county Board of Supervisors, the cities in the county, and major local businesses. The campaign's goal is to assist youths in obtaining private sector jobs through workshops on job interviews and through job referrals.

The program emphasizes employer involvement by giving employers responsibility for managing the youths and for paying their wages. The idea is that through interacting with their employers, youths develop a realistic picture of work requirements and a commitment to work. The Jobs for Youth Campaign has secured corporate involvement through the Private Industry Council and through the programs steering committee, which includes business people. The program was launched last summer when all the mayors in the county sent letters to businesses asking them to participate in the program and hire a youth for the summer. The letters were followed by a telephone blitz to businesses. In addition, when new businesses apply for a license, the mayors ask them to hire youth. The program is marketed as a free job referral service for the private sector. Business people are encouraged to see the program as a way of investing in the development of a work force that will match their future needs.

The program has already received $80,000 in corporate and foundation funding. The program attracts additional funds by arranging benefit "runs" for the program with corporate sponsorship--the corporation pays expenses and gets all of the publicity while the program bears the responsibility for arranging the event and gets the money generated by it.

Fair Oaks Outreach Project. In 1976 the Sequoia YMCA Youth and Family Services started a diversionary program for juvenile offenders, but it was not effective in diverting Redwood City's Hispanic youth from the courts. The city, therefore, helped set up the Fair Oaks Outreach Project with a biligual street counselor to concentrate on primary prevention and to get the youths to the services they need.

Given the animosity that existed between the police and Hispanic youths, when the street counselor began operating in the streets he had to overcome the youths' suspicions that he was a police officer. Once he had gained their confidence, he became their link to the service bureaucracy. He introduced them to the Fair Oaks Community Center and its services and helped legitimize an institution of the local establishment in the young people's eyes.

To attract street youths into a structured environment, the counselor organized a soccer team. Through soccer the counselor provides guidance and leadership to youths whose parents are unable to provide supervision or guidance for their children. Using soccer as a medium, the street counselor instills in these youths discipline and a sense of responsibility, as well as a feeling of accomplishment. The team is open to anyone no matter what the level of skill as long as certain rules are obeyed. Players must participate in rigorous exercises that require discipline and must learn to get along with other players and respect the team's rules and regulations.

Though participation, and not just winning, is the goal the team has been very successful and has captured first place in their league. The team's success is not limited to the playing field, and extends to the players' everyday lives. Many of the team members who were cutting classes when they started playing have since returned to school, while others have found jobs with help from the street counselor. The youths raise funds for the team's equipment and uniforms by painting houses and doing yardwork. The community is proud of its soccer team, as evidence by the enthusiastic support the team gets from local businesses.

The street counselor not only helps the community to reach Hispanic youth, but he also helps detect and attenuate tensions early. Since the advent of the Fair Oaks Outreach Project, major confrontations between the police and Hispanic youths have not occured.

Elements of the Problem

Aside from having to deal with the problems associated with poverty, Redwood City has to deal with a substantial population of recent immigrants as well. Hispanic youth are unemployed at a rate of more than 17 percent and many drop out of high school. In addition, a high percentage of Hispanic youths are juvenile offenders. Another major obstacle to broadening corporate participation in Redwood City's youth employment programs is overcoming the negative image youth employment programs have in the private sector.

Keys to Success and Transferability

- One of the most important elements contributing to Redwood City's success with Hispanic youth is the Fair Oaks Community Center, which serves as a one stop social service center. It allows for cooperation among agencies and helps Hispanic youths identify with the service location.
- The Fair Oaks Outreach Project's innovative street counseling approach familiarizes Hispanic youths with the Community Center and its services.
- Soccer provides a vehicle for giving Hispanic youth guidance and a sense of accomplishment.
- Redwood City is responsive to the needs of its new immigrant population and has concentrated on employment programs with more flexible requirements for participation than federal programs have.
- Aside from funding the program, city officials have prodded the private sector to participate by letter campaigns, phone blitzes, and the business liscensing process.
- Community organizations like the Hispanic Concilio bring the problems that need to be addressed to the city's attention and support the city's efforts as it addresses those problems.

Redwood City's successful program is partially the result of the city's reaction to a crisis between the police and Hispanic youth, and the question arises whether such a program would succeed where the need for it has not yet resulted in violence. Redwood City's response to the crisis provides some clues. The affected community must bring its concerns to the attention of resulted in violence. Redwood City's response to the crisis provides some clues. The affected community must bring its concerns to the attention of city administrators, and the city must be willing to address quality of life issues.

Partners for Youth—Miami/Dade County, Florida

Program Description

Partners for Youth was formed in 1981 by Metropolitan Dade County Florida (population 1,630,000) as a response to riots that brought to public attention the lack of summer jobs and activities for disadvantaged youth in the metropolitan Miami area. Partners for Youth was designed to address this problem, using resources generated by a partnership between the public and private sectors.

In June 1981, the Dade County Board of Commissioners appropriated $797,000 for Partners for Youth from unincorporated area funds and challenged the business community to match those funds. By September, pledges from the business community exceeded $807,000. This positive response generated great enthusiam among elected officials and assured their continuing support of the program. The county commission continues to make appropriations for the program each year, but direct solicitation of corporate donations has been replaced largely by entrepreneurial fund-raising activities. These activities have brought wide publicity to the program as well as numerous and sizable contributions from the private sector.

Contributing companies may direct their support to any one of a variety of educational, recreational, cultural, capital improvement, or employment projects. Partners for Youth funds more than 60 cost-effective projects serving more than 100,000 economically-disadvantaged youth county-wide. When a corporate sponsor does not designate a specific project to receive its contribution, the co-chairs of the Youth Coordinating Council allocate the funds. More than 100 businesses and individuals contribute to Partners for Youth.

The partnership between the public and private sectors grew out of meetings between members of the business community, public officials, and Hispanic, black and white youth to determine their needs and formulate a method by which those needs could be addressed. An Intergovernmental Coordinating Council composed of county, municipal, business, and school leaders, as well as a youth council, developed Partners for Youth as the vehicle to meet the young people's needs. To ensure the success of the Partners program, each participating group provided support staff and network contacts at high administrative levels.

The Youth Coordinating Council, chaired by three business leaders, was formed to prioritize the allocation of monies and contracts to community-based organizations. The Council is also instrumental in raising funds in the private sector. The Youth Advisory Council, composed predominantly of economically disadvantaged youth, continues to meet regularly with Partners participants from the public and private sectors to assess and identify program goals. Through this exchange the program receives constant feedback

County and cover contract administration, fiscal accountability, and special projects. Contract administration consists of overseeing the implementation of programs and projects carried out by community organizations and public agencies. Agencies compete for the opportunity to provide services to Dade County youth through a Partners for Youth proposal process. The contracts are monitored by Partners to ensure that all contributions are expended in accordance with the wishes of contributors, and that contractors adhere to the fiscal policies and procedures of Partners for Youth. Technical assistance is available and projects are audited regularly.

Partners for Youth staff members directly oversee special projects, such as the coordination of the private sector summer jobs program and the audio-visual training project. These projects serve youths county-wide and their implementation requires technical expertise.

Innovative Approaches and Programs

Educational. Educational programs include such projects as leadership seminars and lectures, summer architecture for youth, and an audio-visual training project that teaches the intricacies of television production to a tri-ethnic team of youths.

Cultural. Cultural projects include performances by the African Dance Troupe from Ghana, theatre for youths, and community festivals such as Sunstreet, Hispanic Heritage, and the Coconut Grove Arts Festival.

Recreational. Recreational programs include an international track and field competition with 12 countries participating, a county-wide championship series, and summer sports camps.

The following are some examples of projects adopted by businesses:

- **Audio-Visual Project.** The audio-visual project employs local youths and prepares them for rewarding future employment while paying their salaries and generating funds for other projects. The participating youths receive, aside from their salary and technical instruction, training in business management, bookkeeping, leadership, and financial planning. They are given a high level of job responsibility.
- **Album Project.** An annual project utilizes the talents of more than 500 local musicians and artists to produce a record album to be sold for the benefit of Partners for Youth. All of the resources needed for the project are donated by businesses. The proceeds from the sale of the albums are used to fund other youth projects.
- **Capital Improvement Project.** The capital improvement project helps build sorely needed restroom facilities at various parks and public recreational facilities all over Dade County.
- **Summer Camp.** The summer camp program is underwritten by businesses for Dade County's underprivileged youth so that they may attend recreational and educational camps during the summer at no cost.
- **Work Projects.** Among other projects Partners for Youth is attempting to implement are a mechanical car wash and a commercial printing business. The purpose is to hire youths who will receive training and direction while working at tasks that earn revenue to support other innovation projects.

Every summer Partners for Youth joins numerous other agencies in a coordinated effort to sell the private business community on the idea of hiring youth as summer help. The participating agencies publicize the summer jobs campaign through local newspapers, radio stations, and special media events. All job openings are listed with the Job Service of Florida (formerly the State Employment Service), which serves as a clearinghouse, matching qualified youth applicants referred by the various agencies with the listed jobs. The Job Service maintains four outreach offices for this purpose in inner city schools, in addition to its regular offices.

A private sector coordinating committee helps to market the program and obtain commitments for jobs. Participating businesses donate staff time, about $200,000 in advertising and marketing services, $2,000 in cash, and a loaned executive working full-time from April 15 to June 15.

The program is limited by the capacity and the commitment of the private sector to hire unskilled youth and can only augment public sector programs addressing youth employment (such as JTPA). To illustrate the point, while estimates indicate that approximately 50,000 Dade County youth were looking for summer employment, the summer jobs program netted fewer than 3,000 jobs. The summer jobs program is targeted toward inner-city youth who do not have extensive employment skills. Because most of the jobs developed in the private sector are short term, the program does not offer training.

The Partners for Youth in-house jobs program supplements the coordinated job referral service by raising funds from the business community. These funds are used to place youth in summer jobs with public and private agencies. In 1984 an especially successful partnership was formed with Citicorp, which was new to the Miami area and interested in earning the good will of the community. With $42,500 donated by Citicorp, Partners placed 110 youths in three agencies--the county department of public works and two community organizations--where they learned such skills as carpentry and plumbing. As an example, one group of youth helped to rehabilitate low-income housing, and became skilled at rehanging doors and other minor carpentry jobs. In addition, Citicorp hired 30 youth referred to it by Partners for Youth.

Partners for Youth has been very successful in using marketing campaigns and the media to promote and publicize its projects. When a project is successful, private sector board members are credited with its success in the media, for without the members' support the project could not have been implemented. This favorable publicity encourages further participation by members of the business community.. Partners for Youth has also developed an audio-visual marketing package to use in soliciting private sector involvement in the organization. The video presentation was produced through the Partners for Youth audio-visual training project by Dade County youth.

Elements of the Problem

The Socioeconomic Situation. One of the major challenges facing Partners for Youth is the polyethnic makeup of Dade County, with its accompanying ethnic tensions.Partners for Youth addressed the ethnic problem by appointing tri-ethnic committees of both business persons and youth and trying to serve each community according to its particular needs.

The Private sector. There are not many large employers in Dade County. The two largest employers are the county and the school system. Most businesses in Dade County are small, with Eastern Airlines being a notable exception.

The Private sector. There are not many large employers in Dade County. The two largest employers are the county and the school system. Most businesses in Dade County are small, with Eastern Airlines being a notable exception. Partners for Youth has succeeded in drawing into its program smaller businesses that usually hestitate to expend their resources on civic projects. Partners' success on this count is due to innovative approaches that benefit both the businesses and the youth of the community.

Keys to Success and Transferability

- Partners for Youth markets its youth programs to businesses by making the programs conduits for positive publicity for businesses and their products. In addition, the summer jobs campaign provides local businesses with a temporary and sometimes permanent young work force that makes significant contributions to their productivity. Finally, the private sector responds to the message that employing youth will improve the health of their community, which will in turn improve their economic well-being.
- Partners for Youth runs several profit-making ventures that supply funds for job training and other youth employment activities. In this way, Partners for Youth generates more programs per dollar than it would otherwise generate from its funding base. Another way Partners for Youth multiplies the effect of its funding is by contracting with community organizations to run programs so that funds go directly to services rather than to administration.
- The local government took the initiative to challenge the private sector. The public sector demonstrated its resolve to reduce youth unemployment bby committing its financial support for the partnership.
- Partners for Youth uses media exposure to credit private businesses with the success of the programs they support and thereby assures continued support. Media coverage also attracts more private sector participation, and builds the community support necessary for the county to maintain the programs.

Dade County is a sizeable jurisdiction. However, the Partners for Youth concept of the local government challenging the private sector to contribute to the community's youth while offering, at the same time, opportunities and incentives that also benefit the businesses is replicable in a community of any size with a strong administrator.

Spanish-Speaking Unity Council—Oakland, California

Program Description

The Spanish Speaking Unity Council of Oakland, California (population 340,000) began in 1964 as a forum for Hispanic leadership, where information could be shared, problems resolved, and traditions preserved. The Unity Council drew upon established local organizations and social clubs for its membership and operated, as it still does, as a federation of organizations. Today its response to the major problem areas plaguing Alameda County's Hispanics is to improve the environment of the community and increase opportunities by creating new jobs and attracting capital through economic development programs. One of its programs is Educacion Para Adelantar (EPA)-Education for Advancement. EPA was originally established as a second

The Spanish Speaking Unity Council manages three profit and three nonprofit organizations through which its different programs are run. The Unity Council started out with a budget of $50,000 and currently operates a budget of more than $4 million. In 1968, the Council secured funding from the Ford Foundation, beginning an important partnership with major private funding sources. The Ford administrative grant allows the Unity Council administrative and development staff to pursue program and resource development, thereby freeing each program to deal only with service delivery. The Unity Council plans to supplement its 1985 revenues through resource development efforts by soliciting funds from the local community, foundations and corporations, and the federal government.

Innovative Approaches and Programs

Educacion Para Adelantar. The city of Oakland subcontracts with the Unity Council as well as with several other community-based organizations for its employment and training programs. Educacion Para Adelantar was funded through CETA from 1971 to 1981 and since 1982 EPA has receive JTPA funding for skills training and job placement through contracts under the Oakland Private Sector Corporation. The Oakland public school system provides the program with six teachers for different training classes.

EPA has a Business Advisory Committee that is made up of 25 community and business representatives, including the Community Careers Council, the University of California, Clorox Company, the Sumitomo Bank, the Employment Development Department, the Hispanic Employment Program, Oakland city manager's office, Standard Oil Company, College of Alameda, and Pacific Gas & Electrical Company. With its wide community contacts, the Committee assists the agency in gathering facts regarding area needs for occupational education and training, and uses this information to secure community coooperation and support. The Committee also recommends competent committee members and personnel, helps evaluate the instruction program, provides information, assists in recruiting and placements, and informs the Council of changes in the labor market.

EPA provides an office skills curriculum--clerical and secretarial work, word processing, accounting, and ten-key machine operation--supplemented with English language instruction, career and labor market orientation, job interview techniques, and a GED preparation program. The EPA training center is fully equipped with office equipment. A youth electronic technician program is linked up with private electronic firms that take the trainees on a trial basis before hiring them for full-time permanent employment.

A minimal training allowance is provided and the program operates on an open entry-open exit model, which is cost effective since participants remain in the program only as long as necessary to develop skills and positive attitudes important to success in the labor market. For example, the cost per trainee is $2,000 for 25 weeks of training, but if the youth is placed before that time, the cost goes down. EPA's placement rate under this model has increased from 65 percent to 90 percent.

EPA also operates the Summer Youth Employment Program for out-of-school youth. Youth participating in the Summer Youth Employment Program are placed in nonprofit agencies, public agencies, and school districts. The youths gain work experience and are paid by the city while EPA administers the payroll.

The program acts as a troubleshooter with any youth who has problems with an employer. Since EPA's inception, 3,000 youths have participated in its Summer Youth Employment Program.

The program is operated by a staff which consists of bilingual, accredited instructors and employment specialists. The staff is expected to maintain the contacts with the private and public sectors.

The Spanish Speaking Unity Council, as an organization, promotes community economic development through large-scale projects, links its different programs so that each project, besides addressing its particular area of activity, also benefits the community in other important ways. Aside from Educacion Para Adelantar, the Council runs several other programs that promote youth employment. For example, a housing project undertaken by the Unity Council may serve the housing needs of the community and develop employment opportunities for youth. Profit-generating businesses operated by the Unity Council are structured to support both its economic and its employment objectives.

Peralta Service Corporation. The Peralta Service Corporation, an affiliate of the Unity Council, is a Supported Work Program. The Peralta Service corporation places the hard to employ in actual business situations to establish a work history and develop good work habits. Peralta has focused in the past on a variety of target groups including ex-offenders, ex-addicts, and disadvantaged youth. Presently, Peralta works with long-term welfare recipients. Peralta owns and operates five work sites, including a full service gas station, a child care center, an infant care center, and a clerical service. Peralta has provided job placement assistance to more than 1,200 people since its inception in 1975. The various training aspects of the program are supported by the revenue generated by the work sites.

Peralta's primary goal is to place trained personnel in private business in a variety of fields, including: administrative and clerical services, automotive industry, child care/infant care, retail sales, food service, and maintenance and general labor. Participants in Peralta's training programs are provided employment counseling, classroom instruction, and on-the-job training before being placed temporarily or permanently in a private business. Peralta's five work sites are run as for-profit businesses. Trainees work and are paid for a 40 hour work week, and must meet work standards appropriate to the business.

Participants receive a minimum of three months of training in selected fields and usually receive additional experience in a private "host" company. Peralta's program design stresses the concept that persons with barriers to employment can overcome them by working in a highly structured and supportive work environment. After a participant acquires the necessary skills and work habits, he or she is assisted in finding an unsubsidized job.

Service Station. The service station is staffed by a manager, an assistant manager, and six employees. Training consists of both formal classroom and hands-on-instruction in all aspects of service station work. Each trainee completes a Union 76 Island Service Training program leading to a certificate of achievement. Union 76 also offers each participant certification in tune-up, emission control, brakes, air conditioning, and wheel alignment. Full training can last a year. The program's goal is to place participants in unsubsidized jobs in the oil and automotive repair industries.

Infant Care Center. The infant care center began as a youth employment project. The city of Oakland provided Peralta with a Youth Community Conservation Improvement Grant to build the facility housing the center. The grant paid the salaries of 13 previously unemployed youths who became the construction crew for the building. The center currently is licensed to provide infant care to 24 infants of teenage parents enrolled in educational or vocational programs. The center provides these teenagers with several services such as weekly classes and in-service time to teach them parenting skills. They also receive counseling and support services, career and educational counseling, and medical counseling and support from the staff medical consultant. The center also trains 12 youth to care for infants. They are given extensive training in infant development and are helped to develop work habits required in private sector employment.

Housing Projects. The housing program is another example of how the Unity Council links other projects with its employment development efforts. In accordance with its aim of revitalizing the community, the Unity Council has developed residental and commercial real estate, creating more than $8 million worth of real estate in its service area. It owns and manages Posada de Colores, 100 units of housing for the elderly; Casa de las Flores, a 21-unit elderly housing project; and Las Casitas, a 61 unit apartment complex for low and moderate income families in Hayward. Through its property management firm the Unity Council employs youth for the upkeep of these properties, thereby including property management among the employment options available to Peralta's clients.

Car Rental Franchise. The Unity Council purchased a Thrifty Rent-a-Car franchise with a venture capital grant from the Community Service Administration. Unity Rental, Inc. is the Unity Council's for-profit arm operating the rent-a-car franchise near the San Francisco airport and in downtown San Francisco. The franchise has generated more than $900,000 in gross receipts during its first year of operation, and provides 32 jobs. Through ventures like the rent-a-car franchise the Unity Council hopes to achieve greater economic self-sufficiency.

Economic Development. The Unity Council runs several economic development projects that, by promoting economic activity, indirectly improve the employment situation in the community. It has developed new businesses through its Small Business Clinic and has expanded existing ones. Over 900 clients have taken advantage of the technical and management assistance provided by the clinic, and the clinic has leveraged more than $13 million in loans and investment capital to local small businesses.

In addition, more than $6.2 million has been generated for real estate investment and development and more than $1.5 million in credit has been secured for minority contractors. Financial resources available to the community were increased when the Unity Council helped form the City Federal Savings and Loan Association, a minority-controlled institution, which has two branches, and the St. Elizabeth-Fruitvale Federal Credit Union.

Community Resource Center. To provide accessible social services to the Oakland community, the Unity Council built the Community Resource Center, a 27,000 square-foot multiservice center. The $800,000 construction was financed by the Ford Foundation, the Economic Development Administration, and the Unity Council. Besides providing inexpensive space to 11 different community agencies and programs, the Center rents office space to community organizations at below market rates and provides conference facilities free to the public. In 1984, close to 102,000 individuals used the Resource Center.

Elements of the Problem

Oakland's unemployment rate for Hispanic youth is 25 percent. While Hispanics make up 11 percent of Oakland's population, they make up 20 percent of the Fruitvale District population where the Unity Council operates. The major problems plaguing Hispanics in the area are economic underdevelopment, inadequate housing, and crime. One of the greatest barriers to Hispanic youth in the labor market is their lack of English proficiency. Another substantial problem is that many drop out of school. The Unity Council seeks to develop opportunity in the community and offer these youths employment training and supportive education services.

Keys to Success and Transferability

The key elements that contribute to the Spanish Speaking Unity Council's success are its commitment to the economic well-being of the community and its own economic stability.

- The Unity Council maximizes its impact by developing the economic infrastructure upon which local economic growth depends. Resources allocated to these efforts are worth much more than their face value because of the multiplier effect of the economic opportunities they engender.
- Sound linkages among the Council's many programs permit greater use of resources than could be made by each program alone. The best illustration is in the area of employment and training. Many of the Unity Council's projects compliment the employment and training program by offering training and employment in a specific skill or service. In addition, the Unity Council is well linked with Oakland's public school system, the city of Oakland, and several corporations, many of which directly benefit from the Council's employment training and education program.
- Part of the Unity Council's success must be attributed to support from the city, the corporations, and the community. A good example of corporate support is the Ford Foundation's administrative grant, which enables the Unity Council to maximize the use of its revenues for further community economic development instead of exhausting its resources in the administration of its many programs.
- A policy that has fostered support outside of the organization is the Unity Council's practice of encouraging its staff after a few years to move on to other organizations so as to create an external network of supporters.

Some aspects of the Unity Council cannot be replicated. For example, the purchase of a car rental franchise is particularly difficult without the required venture capital. Nevertheless, the creative use of for-profit and nonprofit corporations to enhance the economic viability of service delivery can be of great use to other community-based organizations.

V. Demonstration Sites

The Purpose of Demonstrations

The purpose of this project's demonstration phase was to help local governments apply successful approaches for dealing with Hispanic youth unemployment. To achieve this goal the project focused on the following objectives:

1) to help selected communities implement programs aimed at reducing unemployment, increasing self-sufficiency, and involving local leaders and organizations in proposing local solutions to these problems
2) to test and/or demonstrate adaptability of successful approaches to other programs in other communities
3) to encourage networking among youth employment programs--showing how networking can be done and how it can be useful.

Site Selection

In response to an ICMA newsletter insert, a number of communities requested assistance with developing Hispanic youth employment programs. The project advisory committee developed criteria aimed at chosing communities which had: 1) a clear Hispanic youth unemployment problem; 2) active coalitions between the local government, local businesses, human service agencies, and neighborhood organizations; 3) a chief administrative officer, elected officials, business community, and educators who were committed to implementing a program; and 4) a problem that could be helped by a "peer match." Other selection factors included chosing programs where results would be highly transferable to other communities; where the likelihood of raising local funds was high; and where the locality presented a mix of Hispanic sub-groups, geographic regions, area types (urban, rural, suburban), and project types (summer job programs, skills training, GED preparation, etc). Based on these factors, two communities out of a final selection of 12 were chosen to participate in the demonostration phase of this project.

Methodology for Technical Assistance

The selected communities were first asked to determine what their key objectives were, and what kind of technical assistance they needed. "Peer" technical assistance resources targeted to the specific program needs of each community were then selected. This involved bringing in local government managers or specialists from successful programs in other cities to help officials in the demonstration communities deal with their problems, and successfully launch their own program.

ICMA helped each demonstration community formulate a specific action plan, and kept in touch with demonstration sites throughout the project to monitor progress and provide help in solving problems as they came up.

Building Partnerships

The experience of conducting studies of successful programs and undertaking demonstration efforts help us answer important questions such as:

- Who should be involved in program planning, implementation, and development?
- How can partnerships avoid common pitfalls?
- How can programs deal with problems that are likely to crop up?
- What resources need to be assembled?
- What are key ingredients to success?

The answers to these questions, in turn, can be used to stimulate the building of partnerships at the local level between local employees (including businesses, human service agencies, and the local government), neighborhood organizations having contact with the Hispanic community, and local providers of job training, placement and counseling services. Through such local partnerships, this project has worked to promote economic self-sufficiency among Hispanic youth and to help reduce their dependency on publicly supported social services.

Peer Match: Project "Yo Soy," Fort Worth, Texas, and Youth Development, Inc., Albuquerque, New Mexico

Program Description—Project "Yo Soy"

In 1982, the city of Ft. Worth, Texas (population 385,000), the Ft. Worth Independent School District (FWISD), and business and community agencies began to collaborate on a solution to a common concern: the growing number of violent and other self-destructive acts committed by youth in various parts of the city. These acts frequently involved distinct groups of youngsters who were beginning to copy the behavior of sophisticated gangs in other urban settings around the country.

This effort resulted in the establishment of Project "Yo Soy" in November 1983. The term "Yo Soy" is Spanish for "I am," and is the acronym for "Youth Organized to Serve Our Youth." The city-sponsored project, administered under the city's Housing and Human Services Department, currently serves two main functions.

First, it serves to bring service agencies into needy neighborhoods, and helps the agencies become established in these communities. The project's role is to start things moving, and then to let the service agencies provide the services, pool resources, and coordinate efforts so as not to duplicate services.

The second major function of the program is to administer the Yo Soy Employment Program, which placed over 200 youths in jobs this past summer. The functions of the employment component are to:

- Obtain assistance in recruting employers in the private sector to employ youth in the Diamond Hill and Northside areas.
- Identify employers who are already serving youth in these areas.
- Tap existing employment programs within the city to get commitments to find employment for youth from the two areas.
- Work closely with the vocational program in the area school system.
- Screen applicants and develop an employer-employee relations program to ensure success.
- Receive youth referrals from the school district and police department, and to get gang members employed and back into school. To deter younger potential gang members from involvement in gangs, keep them in school, and get them employed.

The project is overseen by a 14 member advisory council that identifies needs of the North Side/Diamond Hill communities, and makes recommendations to address those needs. Funding for the core staff and basic program administration comes from CDBG funds, while participaing agencies that provide the actual services to youth generally develop their own funding sources.

One such grant was obtained by the Ft. Worth Police Department from the Criminal Justice Department of the Governor's Office to create a Police Juvenile Gang Unit. The police department's program concentrates on the investigation of gang-related incidents and suppression of gang activities by identifying gang members and leaders engaged in crime, and redirecting destructive activities in to more positive ones.

The FWISD works in conjunction with the police department through the use of its Court Related Office, the School/Police Liaison Teams, the Task Force on Juvenile Crime, the Attendance Center, and the vice-president assigned to an area middle school. Hard-core gang members are placed in alternative school programs, and educational, vocational, and athletic programs are aimed at detering gang membership.

The city's Housing and Human Sevices Department received funds from the Community Development Block Grant (CDBG) Jobs Bill to implement a two-year program and a portion of the CDBG funds were used to provide additional funds for the Juvenile Gang Unit. The Housing and Human Services Department participates in this combined effort by making the community aware of the nature and magnitude of the juvenile gang problem, soliciting community involvement, identifying community resources, placing youths in jobs in the community, and coordinating and monitoring the Project to maintain its effectiveness.

The project also works with other youth service agencies. For example, the board of trustees of the Tarrant County Youth Collaboration (TCYC) voted to work with Project "Yo Soy" to support their many youth-serving agencies. The TCYC is a collaboration of youth agencies throughout the county which work together to make the best use of their resources and services. TCYC established an agency committee to develop strategies to increase the level of services being provided by member agencies to the organization.

As a result of Project Yo Soy's efforts, the business community, social service groups, and citizens have joined together in this goodwill endeavor directed toward the youth of the city.

Isolating the Problem Area to be Addressed

First, Ft. Worth "Yo Soy" staff did a complete analysis of the problem of youth unemployment, identifying the following barriers:

1) Employers
2) Lack of commitment from youths
3) Transportation
4) Peer pressure/Family pressure
5) Inhalent/Drug Abuse

Specific problems relating to each barrier were listed and possible solutions to each problem were identified. This was done to help isolate the one area on which it would be most helpful to focus and work.

Further internal analysis showed that in its first year of operation over 300 actual jobs had been located from 60 employers for Summer 1984. 168 youths were referred for interviews, but only 42 were actually placed. This was occuring because the youth were not showing up for the interviews or did show up, but were not mentally prepared.

"Yo Soy" decided that they wanted help with preparing and motivating the youth, and that a pre-employment skills training program could provide that help. Getting support from the private sector and locating interested youth did not seem to be a problem.

A peer match was made with Youth Development, Inc. of Albuquerque, New Mexico (see page 29), which has an extensive pre-employment skills training program, and almost ten years of experience with youth employment. In August 1984, an all day workshop was held to develop goals, objectives, and a plan of action. Representatives of the following organizations participated in this workshop: Youth Development, Inc., Fort Worth's Housing and Human Services Department, Project "Yo Soy," the Fort Worth school district, the area boys club, and ICMA. The workshop involved hours of insightful discussion and resulted in a detailed action plan (see Figure 16).

Follow-up

A follow-up site visit was made by ICMA staff to Ft. Worth in November 1984. Substantial progress had been made in implementing the action plan, and activities were proceeding for the most part as scheduled. "Yo Soy" staff discussed adjustments to the action plan as well as the future of their project. The staff credited ICMA's program with teaching them a problem analysis process, and with stimulating their interest for further analysis and action plan development. Following their participation in our program, "Yo Soy" worked with the Tarrant County Youth Collaboration to set up an employment committee which meets weekly. They reviewed the barriers, problems, and solutions that "Yo Soy" staff outlined for them, and considered ways to address each problem utilizing the resources of all TCYC members as well as "Yo Soy."

Focusing on the need for pre-employment skills training, the following specific issues that create problems for youth were identified and an action plan was developed (see Figure 17):

- a lack of adequate communication skills
- a lack of good grooming practices
- a lack of interview follow-up techniques
- inattentiveness
- failure to be punctual
- a lack of showing maturity in an interview (chewing gum, smoking, slouching, etc.)
- poor attendance habits
- failure to notify employers when they will be tardy or absent from work
- displaying negative attitudes on the job.

To deal with these aspects of the employment problem, the Project has undertaken, and is planning a number of activities and programs. Current activities include the following:

- "Yo Soy" now provides a tip sheet for youth to read before going on an interview. Tips on keeping a job once hired are also provided.
- They have planned a series of skills training workshops in conjunction with other TCYC organizations. The workshops will be held at neighborhood schools and police sector headquarters. The workshops involve role playing, films, pictures, etc. and will last for 2 hours each. Some type of incentive for participants will be provided such as giving priority for job referrals. There would be no cost to produce

Figure 16. Project "Yo Soy" Action Plan

Objective: To provide pre-employment and job keeping skills for "Yo Soy" targeted youths.

Goals	Steps	Time frame
A. Survey and contact existing resources.	1. Check and record the existing components housed in Elder, Meacham Middle Schools; and Riverside, Diamond Hill, Northside and Carter High Schools.	Sept.
	2. Survey area agencies for services provided in the need areas.	Sept.
	3. Identify private sector, both business and volunteer as to resources available.	Sept.
B. Impact school programs in area of need.	1. Determine voids in school training.	Sept.
	2. Design plan(s) for filling identified voids through curriculum and counseling.	Ongoing.
	3. Implement designed plans.	Ongoing.
C. Design a training component for workshop presentations.	1. Identify and prioritize needs of the training component.	Oct.
	2. Match resources to each stated need area.	Oct.
	3. Write training modules which fill each need and utilize the identified resources.	Nov.
	4. Secure supplemental materials and equipment.	
	5. Print training packet.	Dec.
D. Implement the designed training program for youth.	1. Conduct training session for all trainers.	Jan.
	2. Schedule time for each workshop.	Jan.
	3. Secure facility for each workshop.	Jan.
	4. Schedule trainers into time and place slots.	Jan.
	5. Recruit participants.	
	• Design procedure.	Feb.
	• Obtain appropriate approval.	Feb.
	• Define responsibilities.	Feb.
	• Monitor and adjust.	Ongoing.

(The "Yo Soy" action plan also specified individuals who would be responsible for carrying out each task.)

as giving priority for job referrals. There would be no cost to produce or attend the workshops as resources from cooperating agencies will be pooled.

- A survey was distributed to employers for feedback on the effectiveness of the program thus far, and a very favorable response was received. The employers seemed to be very sympathetic and showed an understanding that the youths have a number of complex problems to overcome. Even employers who had bad experiences with the youth they hired were still willing to hire more.
- The "Yo Soy" Youth Council had been established since the initial site visit, and is made up of community young people. The major issue they identified is the need for counseling. They feel they need someone to talk to about their non-school problems.
- To address the transportation problems, "Yo Soy" staff arranged with the school system for participants to pay for the $115 driver's education fee over a period of time.

Some future activities and plans under serious consideration include:

- "Yo Soy" membership, possibly with chapters in the schools, which would provide youth with an alternative to gang membership.
- Reaching barrio youth by distributing brochures at neighborhood events, concerts, etc. It is important to reach those who would not typically attend a seminar.
- Hiring two clerical assistants, and having these assistants do some job development work with potential employers.
- Addressing the lack of commitment from youth, by having the youth participants sign a contract with "Yo Soy" at the onset which spells out what each party agrees to do. This should be preceeded by a down-to-earth orientation as to what each party can expect of each other. This is a strong approach for getting the youth to take the responsibility for doing well on their first jobs.

Figure 17. Tarrant County Youth Collaboration Action Plan

Objective: To provide young people with pre-employment and job keeping skills.

Goal	Steps
A. Conduct six (2-3 hour) workshops on- and off-campus stressing:	1. Check on materials from Career Works.
• Appearance - be well groomed and neat.	
• Attitude - positive, alert, and willing.	2. Check on Girl Scouts and Boy Scouts' Career Exploration curriculum.
• Manner - show respect, be attentive, make good eye contact, do not chew gum or smoke.	
• Personality - smile pleasantly.	3. Check on visual aid equipment from City Hall.
• Follow - ups, if not hired immediately.	
• Punctuality.	
• Good attendance.	
• A positive attitude.	4. Check on Vocational Co-op Program.
• Loyalty.	
• Adaptability.	
• Showing consideration.	5. Check on Labor Market Orientation materials of J.T.P.A.

- Dealing with the transportation issue by budgeting money for bus tokens to assist youth for the first month of employment. It is wise to try to develop jobs located as close to the youths' homes as possible, although this is often difficult to accomplish.
- Dealing with peer pressure, by coordinating efforts with other agencies that provide family therapy. This is a component that has been built into the Youth Development, Inc. program.
- Looking at ways to mold the program within the JTPA guidelines and fit particular needs as much as possible. Try to find ways to deal with the paperwork--designate a staff person to handle it so that the youth won't become discouraged by excessive red tape.
- Using printed T-shirts for getting the name of the program known. The youth really like to wear them, the shirts last a long time, and it is usually not difficult to get businesses to sponsor T-shirts with the name or logo of the program on the front and the name of the business on the back.
- Setting up an alternative school program, similar to YDI's, where students can work half a day and are required to attend an alternative school program the second half of the day. This sounds like a realistic approach to getting drop outs to complete their education and to obtain work experience.

The Future of Project "Yo Soy"

Formal city funding of the program ends September 1985. It is hoped that some of the other organizations that have been working with Project "Yo Soy" will eventually take over some of the different program components. By the end of this project, United Way agencies and others will have become familiar with what needs to be done in Diamond Hill and Northside, what process should be used, and who should use them.

The city's commitment to Project "Yo Soy" will continue after the formal funding period ends, but the goal has always been to get the already existing agencies to take up the task, rather than to create a new service delivery agency. Current CDBG funding has been secured through May 1986. The Ft. Worth Boys Club is projected to assume the employment component, and will be working closely with "Yo Soy" until that time. The new emphasis for "Yo Soy" will be to get more involved in case management--identifying families and needs and then letting the various agencies provide the necessary services.

It is envisioned that "Yo Soy" will facilitate processes that eventually will become natural processes cutting through interorganizational bureaucracies. An example would be for the school system to permit youth organizations to use school facilities for meetings and programs.

"Yo Soy" has moved away from its initial intent--to deal with street gangs--and has become more of a preventive program that provides youth with alternatives to getting involved with gangs.

One of the strengths of the "Yo Soy" Project is that the program never drops a youth in trouble. All resources are utilized in order to locate the proper service delivery agency. The police department gang unit, for example, is set up to enforce the law. However, police personnel are more than willing to work with the alternative resources that Project "Yo Soy" provides.

Peer Match: The Latin American Youth Center, Washington, D.C., and Partners for Youth, Miami/Dade County, Florida

Program Description—The Latin American Youth Center

The Latin American Youth Center, (LAYC) which is located in an area of Washington, D.C. (population 640,000) known as Adams Morgan, serves youth ages 14-24 from the U.S. and over 40 countries in Latin America, the Caribbean, Africa, and Asia. As the young people develop marketable skills at the Youth Center, they also are assisted in adjusting to a new culture and a new way of life in an environment that is often full of obstacles and frustrations. The LAYC provides young people with a environment where they can relate to each other and to a professional staff, while learning to adjust to their new lives in the United States.

The Latin American Youth Center was organized in the late 1960's, through the efforts of young Latinos working for the D.C. Department of Recreation's Roving Leader Program. In 1970, the Office of Youth Opportunity Services committed a small portion of its funds to opening a "Latin American Youth Center" in the Adams Morgan area of D.C. The center was established to provide summer employment, counseling, educational and recreational activities to Hispanic youth in the District.

From 1970 to 1974, the LAYC ran programs under grants from the D.C. Office of Youth Opportunity Services, the D.C. Department of Recreation, and the Neighborhood Planning Council No. 8. Programs offered a wide variety of services to Latino Youth, and included an aculturation program, a community newspaper, courtesy patrols, theatre and music workshops, and educational and recreational activities. The LAYC was incorporated as a non-profit, non-stock corporation under District of Columbia statutes in 1974, and was ruled exempt from income taxes, as well as a qualified recipient of deductable donations in 1975.

1976-77 were difficult years for the LAYC as conflicts arose over the agency's direction. Some programs were disbanded and work slowed down with the exception of summer programs and some after-school educational programs. There was a succession of directors, and during the period of 1977 through the summer of 1978 there was no director at all. Few records of this agency's work are available from this period, as the Board of Directors also fell into disarray. In the summer of 1978, a new staff and the current Executive Director were appointed to begin the task of rebuilding the Center's programs.

The primary goal of the organization is to identify the needs of Hispanic Youth and to develop programs to address those needs. For the past six years special emphasis has been placed upon developing programs which focus on employment and training, but programs in the arts and humanities, support services, and economic development are also in operation at the center.

Employment and Training.The Latin American Youbh Center offers employment and training programs in catering and food services, graphic design, lay-out and paste-up, silkscreen painting, typesetting, office management, bookkeeping, typing, word processing, journalism, and photography. Through a special arrangement with the D.C. Commission of Public Health, youth are trained in the allied and ancillary health careers, as nurses aides, lab assistants, dietary aides, activities aides, medical receptionists and social service outreach workers. Work experience is combined with classroom training in English-as-a-Second Language, math and GED instruction, and seminars on the "World of Work." All services are offered in a bilingual setting. Individual and group counseling is provided through a cross-cultural perspective, and special emphasis is placed on pre-employment counseling. Over the past few years trainees have been placed in jobs in numerous public agencies and private businesses throughout the city. Those young people who go to the Center seeking services, but are not enrolled in the year-round employment and training programs, are assisted in locating part-time, full-time, or temporary employment by the Job Bank.

Summertime brings special employment opportunities for youth at the Latin American Youth Center. Every summer over 100 minority youth are hired to explore a variety of careers, including special activities in theatre, newspaper production, carpentry, mural painting, music, and other vocational areas, in addition to the Center's regular skills training workshops. Summer participants are placed in over 25 different outstation sites throughout the city.

Support Services. Support services offered include referrals for health, legal, medical, housing and childcare services, and special interest seminars which include workshops on values clarification, family planning, and scholarship and financial aid information needed to enter post secondary education.

Juvenile Justice. Research and service delivery in the area of juvenile justice is of great interest to the Latin American Youth Center. The Center worked closely with the D.C. Juvenile Justice Advisory Group to ascertain the needs of Hispanic youth in relation to the system, and in September 1984 a report--funded by JJAG--was published on their findings. Since that time, JJAG has also established funding for one of the Center's programs--the Juvenile Delinquency Prevention Street Theatre.

The Arts. The goal of the Latin American Youth Center's programming in the arts is to serve a broadly based youth and community audience. The Latin American Youth Center works closely with the Centro de Arte, a community arts center in Mt. Pleasant, to carry out its arts programs. Arts programming includes the Afro-Latino Youth Theatre, the development of Youth Day activities during the Annual Hispanic Heritage Festival, and the creation of murals throughout the Adams Morgan/Mt. Pleasant communities.

The Humanities. Funded by the National Endowment for the Humanities, the Latino Youth Community History Project is a special program at the Latin American Youth Center whose purpose is to document the history of the D.C. Latino community. Young people participate in training workshops, interview sessions, library research, museum visits, community study projects and photography in order to collect the history of the community and its residents. The project has prepared an 8-panel photography exhibit, produced two slide-tape shows, a learning module book of workshops and activities, and a bilingual oral history handbook. In 1985, they also will produce a youth humanities journal and will be conducting a youth humanities seminar bringing together east coast ethnic groups that have participated in community humanities projects.

Funding. As a private, non-profit agency, the Latin American Youth Center receives funds from the federal government (National Endowment for the Arts and the National Endowment for the Humanities); the District government (75% of LAYC program funds); and private foundations, religious institutions, private corporations and others.

Isolating the Problem Area to be Addressed

The second of the Hispanic Youth Employment Project's demonstration efforts began with a series of meetings with the executive staff of the Latin American Youth Center to explore ways in which the project could provide peer match technical assistance to help strengthen the LAYC program. LAYC executive staff knew from the outset that they wanted help with developing private sector involvement and support of their program.

Private sector support would be helpful in terms of creating a more solid funding base for the Center, and reducing their dependency on government grants. Grants from the government involve no guarantee of funding from one year to the next, and required a seemingly unending amount of paperwork. The paperwork consumes a lot of time and leaves little time for developing other resources. Because of their dependence on short-term government funding it is also extremely difficult to have any kind of multi-year development plan. Most of the grants received by LAYC are made on a reimbursement basis which causes trememdous cash flow problems. Private sector, up-front funding would be the key to alleviating this problem. A larger program or source of funds would be needed to back up a line of credit for LAYC.

Another way the private sector support would be helpful to LAYC is in the area of job development and placement. The ideal type of relationship would be one where LAYC could tie their training programs in with private business needs, and where the trained youth would be hired by those businesses.

In pin pointing their needs, LAYC executive staff listed their private sector contacts as well as local and federal officials who would be good potential resources. The staff decided that they wanted assistance with turning these contacts and relationships into resources that would be actively involved in benefiting Youth Center operations. They also wanted their board of directors to develop good relations with the corporate community.

The private sector had been involved with the Center tangentially, mostly on issues that concern the overall community and not specifically Hispanic youth. The executive director is a member of the area Private Industry Council. The Center works with D.C. boards and commissions regarding hiring trends and markets for various skills. They then plan their programs with those trends in mind. Their job bank and some fund raising relates to the private sector, but is not a major part of the program. A number of private corporations have been approached about hiring youth who have been trained in LAYC programs, but this approach has not met with a great deal of success. Small businesses have tended to be more receptive than the large corporations. Although they employ fewer people, there are more small businesses than large ones in the District of Columbia. LAYC expressed an interest in targeting small business support in the technical assistance effort being planned.

The technical assistance effort came at a good time for the Center as a number of LAYC proposals had been funded and they were gearing up to start new programs. They appreciated the opportunity to do some self analysis and to have some help with developing an action plan for the new growth they anticipated.

The Action Plan—Strategies for Dealing with the Problem

A peer match was arranged for the LAYC with Partners for Youth from the Miami/Dade County, Florida area. Partners for Youth is one of the success sites studied earlier in the project (see page 42), and is extremely strong in the area of private sector support. In Dade County and Washington, D.C., the hispanic community is largely comprised of very recent immigrants from a variety of Latin American countries. The economies in both communities are made up of a large service industry--hotels, restaurants, and not much else aside from government and professional positions. It was felt that the two sites had quite a bit in common and that Partners for Youths had a lot to offer LAYC in terms of the creative but workable approaches they had taken to get the private sector involved with area youth.

A workshop was held in December 1984, and was attended by representatives from the following organizations: Partners for Youth, the Latin American Youth Center, LAYC's Fundraising Committee, and ICMA. Quite a bit of lively discussion and brainstorming took place. Problems were discussed in more depth, and possible solutions and approaches were explored.

In outlining the situation in which LAYC finds itself, the Center staff described some of the following unique aspects of the District of Columbia:

- Because of its special status, the District has to go through Congress for funds, and since it has no state funding apparatus, must work through an entirely different set of government entities.
- Publicity over the Simpson-Mazolli Bill and its employer sanctions has made the private sector wary about asking for documentation and work permits. A vast number of the Hispanic youth in D.C. are recent immigrants and this has added to their problems with securing jobs.
- The power structure in the District of Columbia is very controlled. LAYC grew up as an effort of local young people who were never a part of that power structure. They have had the difficult task of making their own in-roads.
- D.C. is very segregated. Adams Morgan is one of the most multiculturals neighborhoods in the District. There are approximately 75,000 Hispanics in D.C., and it is estimated that two third of those are undocumented.
- Out of this year's annual LAYC budget almost all the funds are program tied and heavily regulated. Regulations have become much more stringent under the current federal administration, and complying with them, requires a considerable amount of staff time and energy.
- LAYC had problems coming up with a good marketing strategy for approaching foundations and businesses. In D.C., Hispanics are a minority among minorities, and in a city where blacks are recognized as the primary minority group, it is often difficult to allocate limited resources among various other minority group programs.

- Another unique issue is the politics of new immigrants from Latin America - right vs. left. LAYC must deal with an entire spectrum of political viewpoints, not only U.S. or local politics.
- Regarding English literacy skills, the issues are the same in the District as they are in other places, but in Washington there are large national advocacy groups competing for the same funds as local community based organizations (CBO's) such as LAYC.

What LAYC most wanted from this workshop was help in developing a marketing approach--how to let the private sector know what they will get out of supporting LAYC. The Partners for Youth director first focused on analyzing LAYC's Board of Directors--looking at the membership's racial make-up, connections with foundations and with businesses, level of activity, and involvement in Center fundraising and networking. Some of his recommendations were as follows:

- Keep business people on the Board.
- Try to get the Board to meet regularly, but don't overburden them with problematic tasks.
- Try to have tri-ethnic representation on the Board for coalition building.
- Keep the budget as flexible as possible so that needs can be served as they arise.
- Do something flashy to spur interest by pooling resources--get others to do difficult parts of a project and coordinate an entire project.
- Build coalitions with other youth programs and jointly approach major funding entities. Market the program as having all the pieces covered and with all the youth working together.
- Have a person on staff for "Resource Development".
- Explore the use of loaned corporate executives.
- Use positive reinforcement on your Board Members. Find ways to highlight their importance to the program. It ties them in more strongly to the organization, makes them feel guilty if they haven't been very involved, and it builds them up and makes them feel good.
- Maintain a strong media presence. Send press releases out for every event, highlight Board members and all private sector contributors. Get their names "up in lights."
- Create a business advisory board and have it operate in addition to your regular working board of directors. Encourage the business advisory board to attend regular board meetings whenever possible.
- Simultaneously cover your basic core funding as well as promote your program publicly. Get past needing to worry about your basic expenses. Business organizations will tend to be more open to supporting program activities where they will benefit from the exposure and publicity.
- Its okay to start small. A program can grow. Something about one program's innovation makes others become more innovative too.
- Work to sensitize the black community to Hispanic needs. It isn't only up to the white community to help. Members of these different groups have a responsibility to train each other, keep aware and keep helping each other for the sake of their common community.
- Encourage creative ideas from program staff on how to get private sector support.
- Plan a celebrity softball game. Start a Board Committee to plan it and use the event to give media coverage to those members as well as

to celebrities and other contributors.

- Target both small businesses and larger corporations.
- Set aside some time for resource development through recognition--at least have a small reception to pat people on the back and acknowledge their help.
- When you plan a fund raising campaign it is wise to have your goal (amount of money) already in hand when you set the goal, especially in early stages of fund raising. That way your campaign will be an assured "success," and you can give the media the credit for all the donations and make it into a big event. Otherwise, businesses and the media will back away from a failure and never come back.

The workshop resulted in the formulation of an action plan (see Figure 18). This plan incorporates both short term and long term goals and its major areas of focus are in Board development, extensive use of the media for publicity, and developing a coalition for funding support.

Follow-up

A follow-up visit to LAYC revealed that by late June of 1985 they had gone several steps further than they had anticipated in the action plan.

The Board of Directors is expanding its membership and a separate business Advisory Board has been established. The Business Advisory Board meets quarterly and includes representatives from GE, MCI, Safeway, Riggs Bank and others.

The new building was furnished (goal #7) with furniture donated by the D.C. purchasing department. A very good relationship has been established with that office, and with the D.C. government as a whole. Support from the District has very much improved in many ways.

LAYC has now expanded to three site locations one of which is located a few blocks away for the Horizons Project funded by the D.C. Department of Human Services.

Cash flow problems have almost been alleviated due to improved relations with the D.C. government, but mostly due to the fact that a private foundation agreed to put up the collatoral to back up a line of credit for LAYC. Now that LAYC has established its reliability with the bank, they have been able to sustain their own line of credit.

An extrmemely successful fund raiser was held as a Board project, and press releases have been sent out for all events. LAYC now enjoys the help of a number of community volunteers who helped set up the Business Advisory Board. Safeway is working with the Youth Center on some joint programs. A Board member, who has connections with the Apple computer company, helped LAYC get involved in a computer job network.

All in all, the Latin American Youth Center seems to be thriving after 16 years of ups and downs. Many of the improvements have come as a result of taking the time to do some self analysis, sharing ideas with Partners for Youth, outlining a plan, and providing themselves with guidelines to follow.

Figure 18. Latin American Youth Center Action Plan

Objectives: to develop the Board, publicity through the media, and a coalition for funding support.

Goals	Steps	Time Frame
A. Expand Board of Directors.	1. Gather list of names. 2. Contact candidates.	Jan-March
B. Train Board members on roles and responsibilities.	1. Identify Board trainer. 2. Design training. 3. Implement and evaluate.	July
C. Highlight Board members.	1. Incorporate into upcoming special event.	May
D. Train Board members to use publicity.	1. Part of Goal B.	
E. Indentify community civic board reps.	1. Part of Goal A.	
F. Develop coalitions for fundraising purposes.	1. Identify other youth organizations. Discuss ideas and possible joint marketing activities.	July
G. Furnish new building.	1. Contact wholesalers, surplus property people, D.C government contacts, etc.	Feb - May
H. Get support from D.C. purchasing Department.	1. Part of Goal G.	
I. Get surplus goods from businesses.	1. Identify businesses. 2. Identify activity. 3. Get media support.	Oct - Dec
J. Seek out used bus.	1. Contact private schools, C&P Telephone, etc. regarding donation of bus.	Sept
K. Participate in Hispanic Festival.	1. Identify area of participation. 2. Carry-out activity.	June - July
L. Seek out loaned executive.	1. Identify program. 2. Contact and meet with possible volunteers.	July
M. Develop projects using Board members.	1. Part of Goal C.	
N. Use volunteers.	1. Indentify volunteers. 2. Develop job descriptions.	On-going.
O. Use resources creatively for media involvement.	1. Part of Goal C.	
P. Use media and press releases.	1. Send out press releases for all activities. 2. Cultivate current media contacts.	On-going.

VI. Conclusion

It is evident from this study that the problems fostering Hispanic youth unemployment can be overcome. Many positive measures are being taken by a number of jurisdictions and agencies to improve the employment situation for young Hispanics.

However, there is still much to be done to improve the general well-being of Hispanics in this country and their success in the job market. Despite current trends to the contrary, the federal government needs to play a more active role in providing technical expertise and funding for employment-related projects. Also, local governments need to further participate with community groups, businesses, and other private organizations to design and tailor programs that meet local needs. Only through comprehensive approaches and programs will Hispanic youth unemployment be effectively addressed.

The success sites discussed in this guidebook show how the public-private partnership can be used to enhance the employability of Hispanic youth. Through the active cooperation of local government and business, training and jobs are being provided. More importantly, a sense of responsibility and worth is being instilled in young people which allows them to approach life confidently, and to make positive contributions to the world around them.

Appendix A

National Organizations That Deal with Youth Employment

AFL-CIO
Department of Community Services
815 16th Street, NW
Washington, D.C. 20036
(202) 637-5193
Alan Bosch, Staff Representative
Walt Davis, Director

The American Federation of Labor and Congress of Industrial Organizations (AFL-CIO) is the official federation of 99 national unions, 51 state federations, and 742 city central bodies, and directly affiliated local unions. The AFL-CIO Community Services Department acquaints its members with the purpose and work of community health and welfare facilities, and helps to develop a wider understanding of social problems and community needs among union members. Through Community Service committees, union members actively participate in and encourage the improvement of private and public social and economic service programs. Various local Community Services committees, nationwide, have either developed or encouraged their membership to get involved with youth job training programs.

American Youth Work Center
1346 Connecticut Avenue, N.W.
Suite 925
Washington, D.C. 20036
(202) 785-0764
William W. Treanor
Executive Director

The American Youth Work Center is a private, non-profit information and resource organization for youth service agencies and youth workers. The Center assists American and foreign youth service leaders and governmental and non-governmental youth service agencies in the exchange of information, specialization training, and technical assistance in the youth service field.

The American Youth Work Center works cooperatively with international organizations and American and foreign statutory programs that will benefit youth. The Center's areas of expertise include programs in drug and alcohol abuse, employment training, family counseling, adolescent health, youth leadership training, juvenile justice, runaways and homeless youth.

Cities in Schools, Inc.
1110 Vermont Avenue, N.W.
Suite 1120
Washington, DC 20005
(202) 861-0230

Cities in Schools, Inc. seeks to permanently increase school attendance among youth who are at risk of dropping out, and thus enabling them to achieve academically and become more employable in the marketplace. Cities in Schools has developed a model aimed at assisting cities and communities develop workable solutions to meet their mutual needs. This model brings together private sector management and financial resources with the resources of existing public institutions. In other words, CIS helps organize local partnerships made up of leadership from the mayor's office, the school system, the business community, and public and private social service agencies. The model calls upon members of the partnership to assist in the training and education of area young people.

CIS is an on-going program that was initiated in Atlanta, Georgia and Indianapolis, Indiana in 1974. Since then it has been replicated in Houston, Texas; New York, New York; Bethlehem, Pennsylvania; Los Angeles, California; Washington, D.C.; and West Palm Beach, Florida.

Cuban National Planning Council
300 S.W. 12th Ave., 3rd Floor
Miami, FL 33130
(305) 642-3484
Guarione M. Diaz, Executive Director

Founded in 1972 by a group of professionals and volunteer citizens, the Cuban National Planning Council's purpose is to identify the social, economic, and cultural needs of Cubans in the United States and to assist Cubans in their adjustment to American society.

CNCP researches the specific language, housing, and other social services needs of the Cuban community, including the needs of the elderly, youth, and female-headed households. The Council has completed four federally-funded research projects. In the area of service delivery, the Council has established a network of community programs which include the Hispanic Youth Project (counseling and placement for high-risk, inner-city youth); Empleos (survival skills and acculturation for Mariel refugees); and the Cuban Resettlement Project. The Council offers technical assistance to private groups and government agencies, and sponsors conferences and workshops.

Human Environment Center
The Urban Conservation Corps Project
810 18th Street, N.W.
Washington, D.C. 20006
(202) 393-5550
Peg Rosenberry, Project Director

The Human Environment Center, formed in 1976, advances and serves common aims of urban, minority and environmental issues. It promotes restoration of degraded human environments, equitable natural resource benefits and racial integration of environment and natural resource professions and constituencies. The center promotes its Urban Conservation Corps Project which provides employment and training opportunities for urban young men and women, mainly from disadvantaged backgrounds. Youth learn marketable skills while they help improve the environment. A great deal of the work is for the improvement of low-income neighborhoods near the homes of those youths who are enrolled in the project. In this way, the program also helps to in still community pride in their accomplishments.

Best of all, the Human Environment Center has found this project to be cost effective to operate. Performance standards are high, pay is minimum wage, enrollment is limited to one or two years and the labor requires teamwork and cooperation among participants. The Urban Conservation Corps Project is supported by a grant from the William and Flora Hewlett Foundation. The project has help train youths in San Francisco, New York City, Los Angeles, Detroit, Cleveland, Des Moines, Houston, and Portland.

Jobs for America's Graduates, Inc.
1250 Eye Street, N.W., Suite 303
Washington, D.C. 20005
(202) 842-4198

Jobs For America's Graduates Inc. was established by its Board of Directors to demonstrate, test and evaluate a comprehensive school-to-work transition concept in diverse labor markets. For the past five years, JAG has conducted an extensive research effort to determine whether or not participation in this type of program significantly enhances the ability of at risk high school graduates to make a successful transition from school-to-work. The program has operated at an annual 85% success rate with test sites in eight states. Nearly 23,000 youth have participated 70% of JAG participants are minority. As of September, 1984, 87% of youths who participated found employment or were enrolled full-time in schools.

League of United Latin American Citizens
(LULAC)
P.O. Drawer 5427
2590 Morgan Avenue
Corpus Christi, TX 78405
(512) 882-8284
(202) 347-1652 (Washington, D.C. Office)

Founded in 1929 by Ben Garza, The League of United Latin American Citizens is the oldest and largest Hispanic organization in the U.S. The League is organized to protect and defend the Hispanic community with regard to issues such as affirmative action, civil rights, bilingual education, housing, immigration, and employment. The group provides housing for the elderly, LULAC Educational Service Centers, employment services and job training, referral services, and voter registration.

LULAC has a staff of 15 and an active membership of over 100,000 in 45 states. State and regional conventions serve as a forum for emerging issues that are of concern to Hispanics. These concerns are brought to the attention of the national office in Corpus Christi, where lobbying efforts begin. In concert with the American GI Forum, LULUC sponsors SER-Jobs for Progress. The League serves the general public and publishes Latino Magazine, LULAC News, and AVISO, a bimonthly newsletter that alerts membership to legislation or national issues which need immediate attention.

Manpower Demonstration
Research Corporation
Three Park Avenue
New York, NY 10016
(212) 532-3200
Barbara B. Blum, President

The Manpower Demonstration Research Corporation (MDRC) is a nonprofit corporation created in 1974 to test alternatives for helping disadvantaged members of society become more self-suffient. MDRC's approach is to evaluate pilot, or demonstration, programs by examining their feasibility, costs and effects on participants. As part of the evaluation effort, MDRC usually designs the model and holds oversight responsibility for the demonstration to ensure that the program studied is clearly articulated and well-managed.

MDRC's activities are built on the belief that the demonstration approach is a particularly useful one, suited to the examination of complex national problems that have no simple solutions. For such problems, demonstrations, given careful scrutiny, help to determine what works, for whom, and how most effectively to allocate scarce resources for intervention. Recommendations, based on this research, are one of the most reliable sources of information for policymakers when considering policy development.

To date, MDRC has managed and studied seven national demonstrations carried out in over 60 sites across the country. These programs have incorporated strategies designed to improve the employment opportunities of a variety of groups, including welfare recipients, low-income youths, pregnant and parenting teenagers, ex-addicts, ex-offenders and the mentally disabled. The kinds of organizations with which MDRC has collaborated are equally varied: agencies of the federal, state and local governments; national and local foundations; community-based organizations; and groups involving the private sector.

National Alliance of Business
1015 15th Street, N.W.
Washington, D.C. 20005
(202) 457-0040
William H. Kolberg, President

The National Allicance of Business is an independent, business-led, non-profit corporation whose mission is to increase private sector training and job opportunities for the economically disadvantaged and long-term unemployed by building and strengthening public/private partnerships of business, government, labor, education, and community-based groups.

In recent years, this organization has expanded its efforts to assist local program administrators in increasing private sector jobs for youth. The Alliance has placed an emphasis on strengthening the capability of private industry councils and local community agencies to manage and operate effective youth-oriented programs.

The National Alliance of Business has published several documents to encourage and assist local business leaders to take the initiative in coordinating local youth efforts.

National Association of Latino
Elected and Appointed Officials
420 S. Capitol Street, S.E.
Washington, DC 20003
Dr. Harry Pachon, Executive Director

An organization established in 1975 to improve the health, economic, social and educational welfare of Hispanics, inform Hispanic voters on issues affecting them, and register Hispanic voters, NALEO seeks to become a powerful voice in Washington and in states with large Hispanic populations. Politically nonpartisan, the Association welcomes as a member anyone who supports its objective. A newsletter, NALEO Washington Report, is issued quarterly.

National Association of
Private Industry Councils
810 18th Street, N.W., Suite 705
Washington, D.C. 20006
Lori Strumpf, Assistant Director

The National Association of Private Industry Councils is the only national membership organization serving local Private Industry Councils (PICs). The Association provides a structure for PIC members, especially PIC leadership, both private employers and staff, to exchange and discuss ideas for planning and implementing employment and training policies in the context of local economic development and education. NAPIC is open to all PICs and State Job Training Coordinating Councils. Membership currently stands at approximately 200 PICs. The primary role of NAPIC is to support the business leadership in fullfilling the goals of JTPA. Founded in October 1979, the association is a private, non-profit organization.

National Coalition of Hispanic Mental Health
and Human Services Organizations
(COSSMHO)
1030 15th Street, N.W., Suite 1053
Washington, D.C. 20005
(202) 371-2100

A coalition of 180 local and regional organizations, COSSMHO was started in 1971 to improve and expand services, research, and training opportunities for all Hispanic communities. A large part of the group's activities involves the treatment and prevention of mental illness and substance abuse. It also emphasizes juvenile justice and delinquency prevention. The National Coalition is federally funded and assesses membership fees. This non-profit corporation produces three publications: the bimonthly COSSMHO Reporter, COSSMHO Road Runner, (a monthly review of legislation and policy, costing); and the Hispanic Youth National Advocate.

National Commission on Resources for Youth
605 Commonwealth Avenue
Boston, MA 02215
(617) 353-3309
Peter Kleinbard, Director

The expansion of young people's participation in society is the goal of the National Commission on Resources for Youth, an independent, non-profit organization founded in 1967. Its fundamental premise is that young people are ready to make significant contributions to their communities and can assume responsible, decision-making roles, become production partners with adults, and enhance the quality of their own lives by helping others.

Through a national information-sharing network, NCRY seeks out and promotes programs that recognize both the capabilities and the developmental needs of young people. These programs offer young people opportunities to take part in significant, challenging activities that benefit their community.

NCRY provides training and technical assistance and has produced films and video tapes. A wide variety of publications are available through the agency including Resources for Youth, a biannual newsletter.

National Council of La Raza
1725 I Street, N.W.
Second Floor
Washington, DC 20006
(202) 293-4680

A broad-based service organization composed of 120 affiliated groups, NCLR is chartered to advance the social and economic well-being of Hispanic communities. It promotes public policy legislation, community assistance programs, special projects and media coverage. NCLR's member organizations serve an estimated 1 million people and are assisted by 40 staff employees, who operate from field offices in Chicago, Phoenix and Albuquerque. NCLR publishes a bimonthly journal, Agenda.

National Puerto Ricar Coalition
701 N. Fairfax Street
  Suite 310
Alexandria, VA 22314

The primary mission of the National Puerto Rican Coalition is to foster the social, economic and political well-being of all Puerto Ricans. Founded in 1977, NPRC evaluates the potential impact of legislative and government proposals and policies on the Puerto Rican community. NPRC provides technical assistance and training to Puerto Rican organizations. The organization 2ublishes NPRC Reports monthly.

National Puerto Rican Forum
450 Park Avenue South, 11th Floor
New York, NY 10016
(212) 328-1601
Roberto Garcia

The National Puerto Rican Forum is a non-profit organization dedicated to the development of the Hispanic community.

The Human Development Center, located in Queens, New York, provides skills training and job placement. The Divisions of the Center are (1) Opportunities for Bilingual Secretaries; (2) Clerical and Fiscal Training; (3) Statistical Typist and Fiscal-Clerical Skills; (4) Entry and Intermediate Office Workers Training; (5) Job Development Counseling, and Placement; and (6) Displaced Homemakers Services. One office in the Bronx houses WIN (Workers Incentive Program), and the Manhattan office translates materials for the New York State Department of Social Services and develops bilingual materials for outreach and service efforts.

The Career Services and Job Placement Program operates in the Bronx, Chicago, Cleveland, Hartford, Miami, and Washington, D.C. This program provides career and job counseling and basic occupational language training to those with job skills. The Forum's services are free. Its constituents are unemployed individuals who are economically disadvantaged. Publications include The First Step to Equality (1979) and The Next Step to Equality (1981).

National Urban League
500 East 62nd Street
New York, New York 10021
(212) 777-0700
John E. Jacob, President
Mildred Love, Vice President, Programs

The National Urban League is a Voluntary nonpartisan community service agency of civic, professional business, labor and religious leaders with a staff of trained professionals. The League aims to eliminate racial segregation, discrimination, and employment problems for minorities and other economically and socially disadvantaged groups. Urban League staff provide direct service to minorities in the areas of employment, job training, housing, labor affairs, community and minority business development, and information concerning a host of other topics. The League fosters business investment in minority communities and private sector employment of blacks, Hispanics, youth and others who have difficulties in the job market.

National Youth Employment Coalition
1501 Broadway
New York, NY 10036
(212) 840-1801
Ken Nochinson, Executive Director

The National Youth Employment Coalition was formed in 1979 to promote employment training and educational opportunities and services especially aimed at disadvantaged young people across America. Activities include serving as a clearinghouse for information and a catalyst for cooperative ventures, analyzing policy issues, encouraging effective utilization of resources and improving the public's understanding and support for employment and training programs. More than 40 national community-based, research, public policy, and technical assistance organizations and corporations have joined the Coalition.

Roosevelt Centennial Youth Project
The Eleanor Roosevelt Institute
810 18th St. NW., Suite 705
Washington, D.C. 20006
(202) 783-8855
Mr. Frank Slobig

The Eleanor Roosevelt Institute is an independent, non-partisan, non-profit, tax-exempt organization. It was established to increase public understanding of the problems of youth unemployment and the transition of young people from school to work and further education. The Institute established the Roosevelt Centennial Youth Project to develop a variety of programs to disseminate information as well as develop appropriate policy resources to help young people. The Project provides information about youth-oriented employment and promotes public/private partnerships to help employ minority and Disadvantaged teenagers.

SER-Jobs for Progress, Inc.
1355 River Bend Drive
Suite 350
Dallas, TX 75247
(214) 631-3999

SER, with 1,000 employees manning its network of 92 affiliates in 22 states, was founded in 1965 to serve the economic, social and educational needs of the nation's Spanish-speaking communities. SER provides technical and management assistance to minority business (mostly Hispanic) and forges a link between Hispanic businessmen and civic leaders. The organization also collects and distributes marketing data within Hispanic communities. SER is co-sponsored by the American Gl Forum and LULAC. It publishes a monthly newsletter, SER Network News.

U.S. Jaycees
4 West 21st Street
P.O. Box 7
Tulsa, OK 74102
(918) 584-2481
Tom Bussa
Glen Harger

The United States Jaycees is a civic service organization of young men between the ages of 18 and 35. The U.S. Jaycees are dedicated to providing leadership training for its members through active participation in local community betterment programs. Many of the organizations 7,500 chapters nationwide are involved in local job training and employment programs to help their local communities.

70001 Ltd.
600 Maryland Avenue, S.W.
West Wing/Suite 300
Washington, D.C. 20024
(202) 484-0103
Lawrence C. Brown

One of the nation's largest employment training organizations, 70001 Ltd. is a non-profit public service corporation preparing thousands of economically disadvantaged citizens each year for the world of work and placing them into jobs with private employers.

Founded in 1969 with a grant from the Thom McAn Company, 70001 Ltd. has grown inta a national network of some 51 programs in 16 states. The majority of sites are locally funded and administered, with 70001 providing training, technical assistance and performance monitoring. 70001 is funded by a combination of public and private sources.

Most program participants, called "Associates", are high school dropouts ages 16-22, although several programs serve adults as well. Core program service consists of highly structured work-readiness training, educational upgrading, motivational activities and job placement assistance. Associates are not paid for their participation in the program, which averages four months. The Seventy Thousand One Career Association (SEVCA), a national organization for school dropouts, teaches life skills and sponsors community service projects.

70001 Ltd., has placed more than 18,000 economically disadvantaged young people into private sector jobs during the past 14 years using concepts which have now been incorporated into national employment training legislation (JTPA). This organization stresses strong private sector development and placement; nonstipended training; targeting on youth; and the creation of public/private partnerships.

Appendix B

Local Hispanic Employment Organizations (Listed by State)

Arizona

Chicanos Por La Causa
1112 E. Buckeye Road
Phoenix, AZ 85034
(602) 257-0700

Youth On-The-Job-Training Program
P.O. Box 5002
Tempe, AZ 85281
(602) 968-8221
Mr. John Aguilar

California

Career Awareness Program
Home Savings of America
P.O. Box 6396
Alhambra, CA 91802
(818) 308-1664
Ms. Judy Decuir

Concillo Mexicano de Chico
539 Flume Street, Room 2
Chico, CA 95926
(916) 897-0665

OBECA - Arriba Juntos
(Organization for Business, Education,
& Community Advancement)
2017 Mission Street
San Francisco, CA 94110

San Hidalgo Institute
P.O. Box 700
Colton, CA 92324
(714) 824-0960

Spanish Speaking Unity Council
91900 Fruitvale Avenue, Room 2-A
Oakland, CA 94601
(415) 534-7764
Mr. Rene C. Perez

Teen Employment Program
34009 Alvarado Niles Road
Union City, CA 94587
(415) 489-5343
Mr. Larry Orozco

Youth Employment Program
City of Redwood City
2600 Middlefield Road
Redwood City, CA 94063
(415) 369-6251
Mr. Jim Irizarry

Youth Employment Program
City of Sunnyvale
P.O. Box 60607
Sunnyvale, CA 94088
(408) 738-5451

Colorado

Denver Opportunity, Inc.
630 Sherman Street
Denver, CO 80203
(303) 831-7167

Connecticut

Centro de la Comunidad
109 Blinman Street
New London, CT 0611
(203) 442-4463
Ms. Luz Gonzalez

Latino Youth Development, Inc.
155 Minor Street
New Haven, CT 06119
(203) 776-3480
Ms. Maria E. Rodriguez

District of Columbia

Latin American Youth Center
3045 - 15th Street, NW
Washington, DC 20009
(202) 483-1140
Ms. Lori Kaplan

Multicultural Career Intern Program
16th and Irving Streets, N.W.
Washington, D.C. 20010
(202) 234-1374

Florida

Partners for Youth
140 W. Flagler Street
Miami, FL 33130
(305) 375-3753
Mr. Maurice Wallace

Youth COOP, Inc
1850 S.W. 8th., Suite 402
Miami, FL 33135

Illinois

Association House of Chicago
2150 W. North Avenue
Chicago, IL 60647
(312) 276-0084
Ms. Maria Padin

Illinois Migrant Council
202 S. State Street
Chicago, IL 60604
(312) 663-1522

Latino Institute
53 W. Jackson Blvd., Suite 940
Chicago, IL 60640
(312) 663-3603
Mr. Mario Aranda

Massachusetts

Jobs for Youth-Boston, Inc.
312 Stuart Street
Boston, MA 02116
(617) 338-0815
Mr. Frederick Jungman

Youth Employability Through Microcomputer Training and Education
Boston area Health Education Center
725 Massachusetts Avenue
Boston, MA 02118
(617) 424-5255
Mr. Mark Chalek

Michigan

New Detroit, Inc.
1010 Commonwealth Bldg.
719 Griswold
Detroit, MI 48226
(313) 496-2051

Minnesota

Minnesota Migrant Council
35 Wilson Avenue., N.E.
St. Cloud, MN 56303
(612) 253-7010

Missouri

Guadalupe Center
2641 Belleview
Kansas City, MO 64108
(816) 561-6885

New Jersey

La Casa de Don Pedro
75 Park Avenue
Newark, NJ 07104
(201) 482-8312
Mr. Ramon Rivera

Positive Approach to Summer Employment
Prudent Insurance Company of America
745 Broad Street
Newark, NJ 07101
(201) 877-7862
Ms. Joan Allen

New Mexico

Home Education Livelihood Program
3423 Central Avenue
Albuquerque, NM 87106
(505) 265-3717

Youth Development, Inc.
1710 Centro Familiar, S.W.
Albuquerque, NM 87105
(505) 873-1604
Mr. Augustine C. Baca

New York

Rural N.Y. Farmworkers Opportunities, Inc.
339 East Avenue, Suite 305
Rochester, NY 14604
(716) 546-7180
Mr. Stuart Mitchell

Solidaridad Humana
107 Suffolk Street
New York, NY 10002
(212) 260-2520

Vocational Foundation, Inc.
44 East 23rd Street
New York, NY 10010
(212) 777-0700
Mr. James Locke

Youth Action Restoration Crew
2328 2nd Avenue
New York, NY 10035
(718) 836-9099
Mr. Roberto Camerieri

Ohio

Ohio Hispanic Institute of Opportunity
18729 N. Mercer Road
P.O. Box 1048
Bowling Green, OH 43402
(419) 352-6518

Summer Employment Encourages Kids Program
Dayton Area Chamber of Commerce
19800 Kettering Tower
40 North Main Street
Dayton, OH 45423
(513) 226-1444
Mr. Wil Mayne

Pennsylvania

Public/Private Ventures
1701 Arch Street
Philadelphia, PA 19103
(215) 564-4815
Mr. Michael Bailin

York Spanish American Center
300 E. Princess Street
York, PA 17403
Mr. Carl Robertson

Texas

Project "Yo Soy"
2501 North Houston Street
Ft. Worth, TX 76106
(817) 625-8265
Ms. Phyllis Johnson

SANYO
527 S. Main Avenue
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